# Migration and Refugee Assistance

## **Emergency Refugee and Migration Assistance**



FISCAL YEAR 2000

### CONGRESSIONAL BUDGET PRESENTATION

# Migration and Refugee Assistance Emergency Refugee and Migration Assistance Fund



### **BUREAU PERFORMANCE PLAN**

Bureau of Population, Refugees, and Migration

Fiscal Year 2000

## Migration and Refugee Assistance & Emergency Refugee and Migration Assistance Fund

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NOTE: The PRM BPP includes the Population goal. No resources from the Migration and Refugee Assistance Account or the Emergency Refugee and Migration Assistance account are used to implement the population goal's objectives.

#### Migration and Refugee Assistance & Emergency Refugee and Migration Assistance Fund Congressional Presentation Document FY 2000

### Bureau of Population, Refugees, and Migration (PRM) Bureau Performance Plan FY 98-99-2000

#### Statement by Assistant Secretary Julia V. Taft

Large refugee outflows and populations displaced within their own national borders have occurred throughout this decade. The genocide in Rwanda still reverberates in the Great Lakes region of Africa. Humanitarian agencies carried most of the burden of the armed conflict in the former Yugoslavia. Long-term armed conflicts in Liberia, Afghanistan, Burma and Sudan have kept populations in long-term exile. Some countries have simultaneously generated and repatriated refugees. Those calamities have largely masked the successes we have had in repatriating refugees, especially to Mozambique, where 1,500,000 people are no longer refugees, but building their lives anew in their home country. At this point, early in 1999, we see simultaneous emergencies in Sierra Leone, Kosovo, and Guinea-Bissau while we have repatriation to Liberia and Cambodia, stalemate in Afghanistan, and a re-crumbling of the Congo.

During this decade, the humanitarian and development communities have made progress on their common goals, despite having unique approaches. In that vein, the humanitarian core of PRM has been expanded to include two global issues which are related to refugees: population and migration. Our international population policy is closely linked to the 1994 International Conference on Population and Development (ICPD) Program of Action (PoA), whose implementation is being reviewed in 1999. The ICPD PoA provides a framework that puts refugees and migration squarely among the major population and development issues. International migration policy is a cutting-edge issue that is hot-burner for our hemispheric neighbors, who express vociferously their concerns for the treatment of migrants in the U.S. In Europe, our allies struggle with their self image that they are not traditional immigration countries, but they are faced with very real migration challenges.

Our performance plan and budget request for FY 2000 identify initiatives in the following areas: (a) meeting basic international **standards of care** for the beneficiaries of our programs, (b) working to assist other governments to establish adequate legal **protection** regimes while we address the physical security not only for refugees and conflict victims, but also for humanitarian workers, (c) assuring basic **education** opportunities for refugees worldwide, especially for women and girls, (d) expanding our **migration policy** activities in the areas of the protection and

prevention aspects of trafficking in women and addressing the push factors of migration by examining the linkages between migration and development, (e) increasing our consultation and coordination of **planning with other donors** and the international organizations, and (f) making our **resettlement** program more flexible to enable us to respond to cases in immediate need of resettlement as a means of protection.

We will continue PRM's emphasis on certain policy themes, including emergency preparedness, incorporating the needs and abilities of women into programs we fund, assisting children as a priority activity, especially those not with their parents, and building local capacity to carry on activities after the crisis is over. We have also continued our policy of assisting internally displaced persons (IDPs) that are beneficiaries of UNHCR or ICRC programs. The MRA is not, however, the initial source of USG response to IDPs. Our policy development in both the Protection goal and the International Migration goal will provide us the opportunity to examine crucial issues related to IDPs.

#### Our Goals.

<u>International Protection</u>. All conflict victims need international protection, either as refugees or as non-combatants in close proximity to a conflict. Such protection is provided in separate international conventions relating to refugees, as well as to the law of war. However, many asylum seekers cross borders into countries without effective legal protection regimes. We want to apply the work we supported in the "new" countries of the former Soviet Union under the auspices of the International Organization for Migration (IOM) and the UN High Commissioner for Refugees (UNHCR) to help establish effective protection for refugees and conflict victims in other countries.

International protection becomes physical protection in complex humanitarian emergencies, a factor that complicates access to populations to provide assistance, and puts them in special danger, as compared to victims of natural disasters. In all of these cases, we emphasize the protection of the vulnerable people in any population, such as women heads of household or unaccompanied children. Protection threats against refugees continue to be disproportionately high in the areas of sexual violence and children forced to be combatants in armed conflict. We will sponsor initiatives to address both of these horrors. Security threats include a wide range of problems from domestic violence (which is commonly increased in an uprooted, densely-housed group of people) to armed attacks on refugee camps from outside. Preserving the civilian nature of the camp is crucial, but difficult to effect if not established early in a complex emergency. In conjunction with the 1998 UN Secretary General's Report on Africa, we will work with the international community to design new policies and measures to address these security issues.

Only in this decade has protection had to include physical security for humanitarian workers; tragically, even the Red Cross emblem is no longer its own guarantee of protection. We will take steps to ensure that appropriate security measures for humanitarian workers are included in programs we support.

Response Capacity. Starting with the aftermath of the Gulf War, we have worked hard and have improved the emergency response capacity of the international community. multilateral consensus on humanitarian response has been shaken slightly, and has recently produced a decreased funding trend that is worrisome and that we will address with other donors over the next two years. We cannot allow the international community's emergency response capacity to be weakened. We must ensure that funds are available for an effective, agreed multilateral response, and will work with both donors and agencies to solidify the international response capacity. With our international and non-governmental organization partners in humanitarian response, we have also focused attention on identifying what might be done to prevent such human calamities from happening again. Among the major conclusions has been the importance of political will in the international community to take political action either to help prevent or bring to resolution the conflicts that necessitate the humanitarian response. We are determined to ensure that the political and humanitarian elements of a crisis are seen as integrated. Our experience with implementation of the Dayton accords has demonstrated that humanitarian assistance in a context of political will to act to resolve the conflict must be at the core of our emergency response.

Standards of Care. Most of the funding that PRM provides to international and non-governmental organizations goes to provide the basics of life to refugees and conflict victims who are not in a position to care for themselves and their families. We seek to ensure that the level of assistance provided is determined by the actual needs of the population, that it does not vary to an appreciable degree from the level of care of the surrounding population, and, as a new initiative, we will seek to ensure that it meets basic established international standards. Such standards are now being compiled by a group of cooperating international and non-governmental organizations. We value the opportunity to provide education, particularly to women and girls in recognition of the overall impact that it will have on their futures and on the development of their countries upon repatriation. Humanitarian assistance has environmental impacts that we will seek to address more fully than we have to date. We look forward to a time when humanitarian responses all take into account the needs and abilities of women, and incorporate the needs of children, and will work to make that a reality, as well.

Voluntary Repatriation and Reintegration. As a part of the connection between humanitarian actions, resolving conflict, and prevention of future conflict, we have seen the importance of refugee return and reintegration to establishing a sustainable peace in the country of origin. The special effort of PRM's "Open Cities" initiative in Bosnia has demonstrated how ethnic reconciliation and reintegration of repatriating refugees cements peace-building. We have worked for years to lay the groundwork for coordinated approaches among relief and development agencies. The Brookings Institution, the World Bank, and UNHCR have initiated a special effort to make a better, more permanent link from repatriation to development activities through better planning and an examination of the linkages between humanitarian and development funds. We will emphasize the importance of community-based development to achieve effective reintegration, as well as tolerance and reconciliation activities, whose importance has been more clearly recognized over recent months from Bosnia to Rwanda.

Peace-building in the aftermath of the emergency, or linking to refugee Population. repatriation, is positively affected when sustainable development can be established. An area of emerging consensus in both the humanitarian and development communities is the importance of the role played by women in economic growth. The ICPD was an important milestone in acknowledging the need to integrate into development planning such issues as gender equality, equal access to education, health care, including reproductive health care, economic development, and the basic right of individuals and couples to decide freely and responsibly the number and spacing of their children. The 1994 ICPD Program of Action established a framework for approaching economic development that acknowledges that sustainable population growth leads to a reduction in competition for limited resources, which is stabilizing in itself. PRM is coordinating the USG involvement, in close cooperation with U.S. NGOs, in the five-year review of implementation of the ICPD Program of Action. Increasingly, development resources target women as "the key to development". When women respond, "You know, I want to be more economically productive, but I can't if I'm pregnant all the time", they provide us with all the justification necessary for a strong and effective international population policy. women's productivity, however, we must not forget that women's health in the developing world is dominated by reproductive health problems to an extent that we, as Americans, no longer face. As an example, over half a million women continue to die each year from pregnancy-related causes - 99% of them live in developing countries. The ICPD has provided an historic opportunity for the USG to form an international consensus on population; our leadership in implementation, which has to include securing the necessary bilateral and multilateral resources for population programs, is critical to keep momentum going.

<u>International Migration</u>. The prominence of migration issues whenever senior officials, from the President on down, visit Central America and Mexico provide no better proof of the importance that our hemispheric neighbors place on the subject. In the regional migration dialogue that we have established in North and Central America, we have joined the priorities of our neighbors to discuss migration and human rights, and migration and development, with our interests in addressing trafficking in migrants and in interdiction and return of undocumented migrants from outside the region. The 1998 Summit of the Americas includes a new chapter on Migrant Workers for which PRM will be the coordinator not only within the USG, but for the entire hemisphere.

PRM has worked hard to promote a balance between the law enforcement elements of migration (the interests of the state) with the protection aspects (the interests of the individual). The 1996 CIS Migration Conference was an enormous success in gaining international consensus in this regard. We have a dynamic dialogue established with the European Union on migration in which we will continue to stress the benefits that migration brings not only to the migrants themselves but to the recipient country. We will continue to explore ways of establishing comprehensive approaches to migration issues, with special care taken to protect the most vulnerable migrants. Our pioneering efforts in drawing USG and international attention to trafficking in women has spawned enormous attention and activity. We will participate fully in the interagency USG efforts to prevent trafficking in women and protect its victims.

Resettlement. The Refugee Act of 1980 established a mechanism in law for the U.S. to be responsive to the needs of refugees worldwide to offer a permanent solution to their situations. We have used this authority to resettle refugees who are political prisoners, former USG employees, religious or ethnic minorities, or family members of U.S. citizens. Active USG resettlement has, in many cases, demonstrated our willingness to share the burden and encouraged the host country to maintain asylum for other refugees. In many ways, U.S. resettlement of refugees represents the core of the interest of the American people and the Congress in our refugee programs. Since World War II, hundreds of thousands of Americans' primary exposure to foreign policy has been what they have seen on the faces of refugees that they have welcomed in their communities. We are working hard to make our program more responsive to immediate protection needs that are made known to us by UNHCR or by our Embassies overseas. Resettlement in any third country provides a refugee with a new lease on life; we will work to strengthen and expand the number of resettlement offers from the international coalition of refugee resettlement countries. That will require an investment of resources in UNHCR to expand its own ability to identify and refer cases to us or to other countries for resettlement.

#### Our Structure.

New Positions. Ten years ago, the FY 1988 MRA request included 107 positions to manage an MRA request level of \$314 million. This year, PRM is operating at a reduced staffing level (99 positions) with a program budget that is more than double (\$650 million). The FY 2000 MRA request includes an increase of ten positions to address this structural understaffing. I was struck by the very low administrative cost of this Bureau upon my arrival. Less than 2% of our funding is administrative, an overhead that no NGO I have worked with could manage, and yet we have programs to monitor literally worldwide. In terms of responsibility, the average PRM program officer is responsible for nearly \$22 million worth of programs, mixed among international and non-governmental organizations. In broad policy terms, however, those same officers spend hours meeting with colleagues not only in the Department, but in the National Security Council (NSC), the Department of Defense (DOD), and USAID to inject humanitarian concerns into the foreign policy establishment's region-centered awareness. In complex humanitarian emergencies, PRM is the glue that holds the interagency humanitarian response together with the foreign policy elements of the crisis. We are building on the Department's plan to integrate global issues into foreign policy, but need more depth in staffing to be able to work the issues successfully.

Ten years ago, our program budget officers could keep in their heads all of the funding actions of the bureau, which contained less than \$5 million in NGO projects. In FY 1997, PRM officers wrote justifications for more than 160 separate funding decisions for programs, monitored the programs that were funded, and kept abreast of the foreign policy developments that surround our work. PRM provided nearly \$50 million to NGO's for humanitarian assistance that same year – ten times the amount a decade ago when we had more staff. A workload analysis done in 1997 by Coopers and Lybrand recommends a 10% increase in staff to respond to the excessive workload requirements. PRM is continually asked to add activities to its portfolio (e.g. population in 1993 with no increase in staffing), and to manage crises that seem, in this decade,

never to cease. It is time we acknowledge that most of our work is non-discretionary, and address the fact that we are not adequately staffed to carry it out.

#### Conclusion.

Population, refugees, and migration are each compelling issues whose developments keep our press clips filled every day. Humanitarian work is connected inextricably to the "political" side of foreign policy; indeed, in some unfortunate cases, it has appeared to be the sole element of foreign policy. We need to address very real security concerns for beneficiaries and for humanitarian workers. We must improve our efforts to protect children, and to enable women to better care for themselves and their families. Refugees in need of protection can attain a lifetime benefit by resettlement in this country. International standards of care must be adopted and implemented. Such goals are not inexpensive, but their impact is literally life-giving.

Population activities are crucial to effective development. Our international population policy replaces human numbers with human needs, replaces coercion with choices, and moves from a demography-centered to a democracy-centered approach to stabilizing global population growth while safeguarding the environment and advancing economic growth. We must stay directed on the basic right of couples to control their fertility, and address the basic reproductive health problems that threaten the health of so many women today.

The work that PRM has advanced in international migration in the past two years has provided a leadership platform that we need both human and financial resources to exploit, but which promises great political return, especially in this hemisphere. There is an enormous amount of work that is waiting to be done to combat trafficking in women worldwide; PRM's role is not large, but is important to our continued progress to combat it.

PRM funding is closely connected to other funds in the 150 Account. In particular, the Freedom Support Act provides funding for humanitarian assistance in the Caucasus that MRA funds would have to pick up if the Freedom Support Act funds were no longer available. Similarly, funding for the USAID Bureau of Humanitarian Response, especially for the programs of the Office of Foreign Disaster Assistance (OFDA), the Office of Food for Peace (FFP), and the Office of Transition Initiatives (OTI), complement the funds that PRM provides during an emergency. And our population policy would have no impact at all if there were no funds for UNFPA or for USAID's population activities.

Humanitarian programs have enjoyed strong, bipartisan support in Congress, and experience has shown that when disaster strikes, the American people expect their government to react to aid the victims of humanitarian crises. We have stretched our human and financial resources to cover the needs as well as we could for the past three years of straight-lined budgets, but it is time to make the investment in our capacity so that we will be able better to implement the integration of global issues into foreign policy, and address the sectoral needs and gaps in humanitarian assistance.

# MIGRATION AND REFUGEE ASSISTANCE & EMERGENCY REFUGEE AND MIGRATION ASSISTANCE FUND

#### FY 2000 Overview

(dollars in thousands)

	FY 1998 Enacted	FY 1999 Estimate	FY 2000 Request	Inc./Dec. (-)
MRA ERMA	\$650,384 _50,000	\$640,000 <u>30,000</u>	\$660,000 <u>30,000</u>	\$20,000 
TOTAL	\$700,384	\$670,000	\$690,000	\$20,000

#### **U.S. International Affairs Objectives**

Humanitarian Response is a national interest as well as a strategic goal in the United States International Affairs Strategic Plan. The Migration and Refugee Assistance (MRA) appropriation and the U.S. Emergency Refugee and Migration Assistance Fund (ERMA) are the principal funding components of the Department of State for the Humanitarian Response goal. The total FY 2000 request of \$690,000,000 for refugee and migration assistance funding consists of \$660,000,000 for the MRA appropriation, and \$30,000,000 for the ERMA Fund.

Programs funded by these appropriations also contribute to foreign policy goals pertaining to national security, including preventing and solving crises, promoting cooperation, and international peacekeeping (when done in the context of humanitarian emergencies), as well as to goals contained under global issues, including the protection of health and the environment. For FY 2000, the following areas have been identified as specific goals for MRA funding:

- Protection Ensure protection and first asylum to refugees and conflict victims.
   Response Capacity and Standards of Care Maintain viable and efficient international humanitarian response mechanisms to respond to the needs of refugees and victims of conflict at internationally accepted minimum standards.
   Voluntary Repatriation and Reintegration Support voluntary repatriation of refugees and provide a catalyst for their sustainable reintegration in the country of origin.
   International Migration Balance the individual's need for protection with national interests in security of borders in country and regional efforts to manage and cooperate on migration issues.
- □ **Resettlement** Provide resettlement opportunities to refugees and other humanitarian migrants and encourage other countries to do so.

#### Supporting Programs and Implementation Strategies

The MRA appropriation supports programs that uphold the humanitarian principles the United States shares with others in the international community by providing assistance to victims of persecution and civil strife. These programs support the protection of refugees and conflict victims, the provision of basic needs to sustain life and health, and the resolution of refugee problems through voluntary repatriation, local integration, or permanent resettlement in a third country — including the United States. MRA funds also support the efforts to manage international migration flows humanely and effectively.

The MRA is an annual appropriation used to fund: 1) overseas assistance activities, which support the first four goals outlined above; 2) the admission of refugees to the United States, supporting the resettlement goal; 3) a grant to support refugee resettlement in Israel, also supporting the resettlement goal; and 4) the majority of administrative expenses of the Bureau of Population, Refugees, and Migration (PRM). The ERMA Fund is a no-year appropriation, drawn upon by the President to "meet unexpected urgent refugee and migration needs" when it is determined to be "important to the national interest" to do so.

**Overseas Assistance:** This request will support the continuing assistance requirements for populations of concern, and will focus on the following initiatives:

- □ Ensuring that basic international life-sustaining **standards of care** are met across geographic regions, particularly in Africa.
- □ Working with other governments, international organizations, and NGOs to enhance international **protection** for vulnerable groups and address the physical security of refugees, conflict victims, and humanitarian workers.
- Enhancing basic education opportunities for refugees worldwide, especially for women and girls.
- Increasing migration policy activities that promote support for basic human rights of migrants, and warn them of risks associated with irregular migration. Focus on the aspects of protection and prevention of trafficking in women and children.
- □ Expanding our consultation and **coordination with other donors** and the international organizations to ensure that the collective international effort meets critical humanitarian needs in the most efficient manner possible.

**Refugee Admissions:** This request supports the admissions of 80,000 refugees to the United States. The final number and regional allocations will be determined by the President following the FY 2000 Congressional consultations process. Refugee admissions are supported through PRM funding of:

- Private U.S. voluntary agencies that conduct refugee processing and cultural orientation overseas, as well as provide initial reception and placement services in the United States.
- □ The International Organization for Migration (IOM), which provides transportation, processing, medical screening services, and cultural orientation for refugees coming to the United States.

**Refugees to Israel:** This request will provide a grant to the United Israel Appeal in support of the humanitarian migration of Jewish refugees to Israel.

**Administrative Expenses:** This request finances the administrative expenses of a staff of 109 permanent positions in the Bureau of Population, Refugees, and Migration. (Costs related to a staff of six permanent positions dedicated to international population activities are included in the Department of State's the Diplomatic and Consular Programs appropriation request.)

#### **Performance Evaluation**

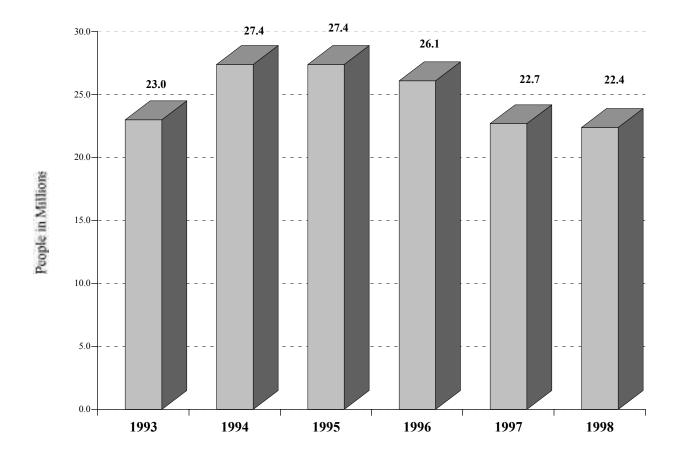
PRM's major accomplishments in 1998 advanced five principal objectives:

- **Protection:** Aiding the most vulnerable refugees and conflict victims. In FY 98, MRA and ERMA funds were the principal source of support for the conflict victims in regions without much global media coverage, such as the victims of the vicious and forgotten conflict in Sierra Leone. In addition, MRA and ERMA funded \$10,000,000 in innovative programs specifically addressing the special needs of women and children around the world.
- Response Capacity and Standards of Care: Improving the capacity of our major
  international organization and NGO implementing partners to meet the needs of refugees and
  conflict victims. PRM is a major donor to the "SPHERE" project, an ambitious effort by a
  coalition of international NGOs to establish a set of minimum standards for delivery of
  humanitarian assistance.
- Voluntary Repatriation and Integration: Supporting U.S. regional policy objectives through effective integration refugee programs and support for durable solutions, particularly voluntary repatriation. Some of the successful programs include the return of ethnic minorities in Croatia and in Bosnia, which resulted in more than 50,000 minority returns in support of the Dayton Peace Accord. In Africa, significant repatriation in such countries as Liberia, Mali, and Somalia played an important part in the post-conflict rebuilding process.
- **Resettlement:** Strengthening the "rescue and protect" component of our refugee resettlement programs, especially for refugees at risk and in most urgent need of protection, such as those from the former Yugoslavia and from Africa. In FY 98, over 30,000 refugees from the former Yugoslavia were resettled, both as part of the strategy to rescue and protect in Germany and Croatia, and to accelerate resettlement of Croatian Serb refugees in Kosovo. In addition, some 7,000 refugees from Africa were resettled in the United States.
- **Migration:** Advancing regional cooperation in addressing shared migration challenges through regional migration dialogues in Europe, and in Central and North America. MRA funds supported a successful public information campaign to combat trafficking of women in Ukraine and helped build humane migration management capacities in several countries in the Newly Independent States (NIS) of the former Soviet Union.

#### **Indicators**

cooperation with other donors, including other U.S. agencies, and relevant international and non-vernmental organizations:
<b>Voluntary repatriation</b> is occurring in all refugee situations where a stable peace has been established in the country of origin.
Policy dialogues on <b>migration</b> in Europe, East Asia, and the Americas are established and lead to effective cooperation on at least one major migration goal in each of these regions.
The number of refugee <b>admissions</b> to the U.S. from the UNHCR pool of refugees with protection needs is increased.
<b>Minimum needs</b> for food, water, and shelter are being met for the vast majority of a refugee population within 15 days of a mass population movement.
<b>No extraordinary suffering</b> (including major outbreaks of disease, or excessive death rates) in established refugee situations as compared to that of surrounding population.

#### UNHCR PERSONS OF CONCERN\* 1993-1998



<sup>\*</sup> Persons of Concern include refugees, former refugees who have returned to their home countries, internally displaced persons, and others including war victims. These figures do not include Palestinian refugees. There are approximately 3.54 million Palestinian refugees who come under the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

#### MIGRATION AND REFUGEE ASSISTANCE

#### **OVERSEAS ASSISTANCE**

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
Enacted	<b>Estimate</b>	Request	Inc./Dec.(-)
\$455,640	\$454,640	\$463,300	\$8,660

The FY 2000 overseas assistance request is \$463,300,000, an increase of \$8,660,000 from the FY 1999 estimate. This increase reflects the continuing assistance requirements for populations of concern. It includes funds to provide protection and humanitarian assistance to refugees and conflict victims, and to implement international migration policy.

The primary purposes of international protection and assistance funding are to meet short-term, life-sustaining needs of refugees and conflict victims, and to support durable solutions -- notably voluntary repatriation -- overseas. Many nations hosting large groups of refugees and victims of conflict are among the world's least developed. The refugees' presence often strains limited resources and may result in serious problems that affect U.S. foreign policy interests.

A continuing element of the assistance effort will be support for lasting solutions to refugee problems. The FY 2000 request will be used to respond to programs as they evolve from care and maintenance in first asylum countries to self-sufficiency or repatriation. Funds also may be used to assist in the initial reintegration of refugees who have repatriated. U.S. support for repatriations will be provided from MRA funds to the extent possible, once basic care and maintenance requirements for existing refugee populations have been met.

U.S. international migration policy aims to promote sound migration management, which balances governmental respect for the human rights of migrants with governmental responsibility to maintain the security of its territory. MRA funds will support activities to promote international understanding of migration with a special emphasis on protection for those in need of it.

U.S. refugee policy is based on the premise that the care of refugees and other conflict victims, and the pursuit of permanent solutions for refugee crises, are shared international responsibilities. Accordingly, most overseas assistance funds will be contributed to programs administered by international organizations. Although the United States is just one of many donors, in most cases the U.S. Government is the largest individual donor.

The primary recipients of U.S. contributions are listed below and their major activities are discussed in the regional presentations that follow. U.S. support may be provided to other organizations as required to meet specific program needs and objectives. Chief among the

Commissioner for Refugees (UNHCR), which has a worldwide mandate to assist host governments to protect and care for refugees as well as to promote lasting solutions to refugee situations. Active promotion of voluntary repatriation where conditions in the country of origin are suitable is also key to both finding refugee solutions and maintaining the willingness of governments to offer first asylum. In 2000, it is anticipated that UNHCR will continue its progress in orienting protection and assistance activities toward refugee women and children, who comprise about 80 percent of most refugee populations.

The International Committee of the Red Cross (ICRC) is an independent, internationally funded, humanitarian institution mandated under the terms of the Geneva Conventions. The United States is party to the Geneva Conventions, under which ICRC is called upon to provide assistance and protection to prisoners of war and political detainees, assist and protect civilian victims of armed conflict, provide needed medical assistance to conflict victims, trace missing persons and separated family members, and disseminate information on the principles of humanitarian law.

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has a continuing mandate from the United Nations to provide educational, medical, relief, and social assistance to the 3.54 million registered Palestinian refugees located in Jordan, Syria, Lebanon, Gaza, and the West Bank.

The International Organization for Migration (IOM) works with governments, other international organizations, and voluntary agencies to provide for the orderly migration of persons in need of international migration services. IOM provides operational services for humanitarian migration and technical assistance to governments and others interested in the development of migration policy, legislation, and administration.

The World Food Program (WFP) is the principal vehicle for multilateral food aid within the UN system. WFP distributes commodities supplied by donor countries for protracted refugee and displaced person projects, and emergency food assistance, as well as development projects. Migration and Refugee Assistance funds will be contributed to WFP toward the expenses of refugee feeding programs undertaken in cooperation with UNHCR. The U.S. Government provides food commodities to WFP under other appropriations. In general, funds for overseas assistance will be used to respond to the 2000 calendar year budget appeals issued by international organizations.

The Department intends to use the funds requested for FY 2000 to respond to the calendar year 2000 requirements of the organizations listed above. As assistance needs change, some organizations may find it necessary to issue new or increased appeals for funds during the course of the year. Therefore, this request may be used during the first quarter of the fiscal year to respond to urgent appeals that may be issued late in the 1999 calendar year. Programs of non-governmental organizations may commence at any point in the fiscal year, with funding provided for a twelve-month period.

The Department may seek to reallocate funds between regions or organizations within the overseas assistance request level of \$463,300,000 in response to changing requirements.

#### **MRA PROGRAM SUMMARY**

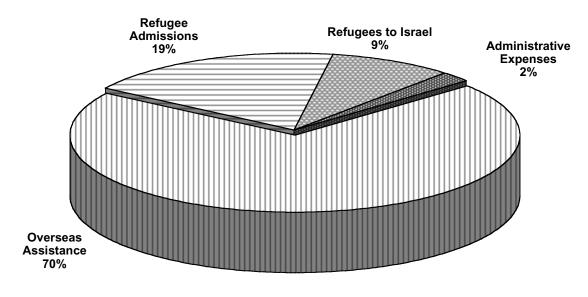
(dollars in thousands)

	(dotturs in thousands)					
	FY 1998 Enacted	FY 1999 Estimate	FY 2000 Request	Inc./Dec. (-)		
Overseas Assistance						
Africa	\$130,757	\$135,550	\$144,800	\$9,250		
East Asia	17,675	13,950	12,100	(1,850)		
Western Hemisphere	14,200	13,000	15,800	2,800		
Near East/North Africa	93,541	96,600	99,500	2,900		
South Asia	26,316	30,000	26,900	(3,100)		
Europe	109,562	91,840	90,300	(1,540)		
Multiregional Activities	63,588	73,700	73,900	200		
Subtotal, Assistance	455,640	454,640	463,300	8,660		
Refugee Admissions	102,360	102,360	122,900	20,540		
Refugees to Israel	80,000	70,000	60,000	(10,000)		
Administrative Expenses	12,384/a	13,000	13,800	800		
Appropriation Total	\$650,384	\$640,000	\$660,000	\$20,000		

<sup>/</sup>a This amount includes \$384,000 transferred from the Diplomatic and Consular Program (D&CP) appropriation for International Cooperative Administrative Support Services (ICASS) implementation.

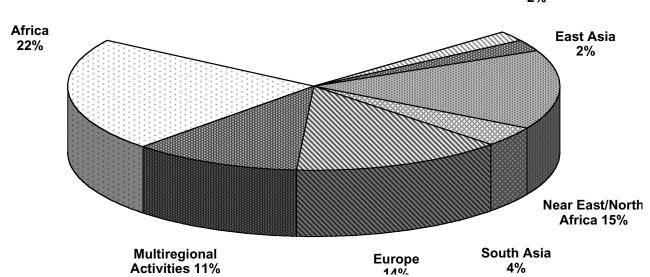
## FY 2000 BUDGET REQUEST MIGRATION AND REFUGEE ASSISTANCE

TOTAL: \$660,000,000



## OF WHICH, OVERSEAS ASSISTANCE TOTALS: \$463,300,000

Western Hemisphere 2%



#### ASSISTANCE PROGRAMS IN AFRICA

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
Enacted	<b>Estimate</b>	Request	Inc./Dec.(-)
\$130,757	\$135,550	\$144,800	\$9,250

The Administration requests \$144,800,000 to respond with appropriate U.S. contributions to the basic needs of refugees and conflict victims in sub-Saharan Africa. Some 3.5 million of the world's refugees are spread across the African continent. Voluntary repatriations to Ethiopia, Mali, Niger, and Togo were largely completed in 1998; returns to Liberia and northwestern Somalia continued.

The trend lines at the beginning of 1999 were troubling. Renewed wars in Angola, Congo, Congo/Brazzaville, Guinea Bissau, and Sierra Leone were displacing hundreds of thousands. Rebels in Sierra Leone were mutilating thousands of civilian victims in a deliberate attempt to terrorize rather than kill. Ethiopia and Eritrea have gone to war after mutually expelling citizens of the other. Famine threatened the conflicted areas of Somalia and Sudan.

Despite cross border attacks, concerns about the neutrality and security of refugee camps, and problems of humanitarian access, most African countries continue to be generous refugee hosts.

#### United Nations High Commissioner for Refugees

The U.S. contribution to UNHCR programs in Africa continue to fund protection and the most basic material assistance to save and maintain lives of refugees and other conflict victims of concern to UNHCR. Protection, both legal and physical, including protection of women and children from sexual violence and protection from recruitment into armed conflicts, has become more challenging. UNHCR is expected to build on the Liberian Children's initiative, launched in 1998, to address issues of child soldiers and children traumatized by war. Since humanitarian assistance has not always been up to basic international standards in such life-sustaining sectors as nutrition and water/sanitation, contributions to UNHCR and other implementing partners will seek to address these gaps.

UNHCR will also pursue opportunities for permanent solutions for some refugee populations. In 2000, UNHCR is expected to be implementing continued repatriation and reintegration programs in Liberia and Somalia. Repatriation assistance for returning refugees includes transportation home, a small package of household and agricultural items to facilitate the returnees' re-establishment, and limited rehabilitation of social infrastructure, such as clinics and water projects. There will be

increasing focus on achieving a hand-off to development agencies that can most effectively deal with post-conflict situations.

#### International Committee of the Red Cross

ICRC, often in partnership with other elements of the international Red Cross movement, is called upon to provide relief and medical assistance in the most difficult and dangerous areas of countries caught up in armed conflict where success depends largely on the cooperation of the warring parties. This task has become even more difficult in recent times as the principle of neutral humanitarian assistance has been increasingly rejected by parties to conflict. Angola, Burundi, Congo, Sudan and Sierra Leone are examples of such ICRC action. The ICRC program in Africa provides relief and medical assistance to conflict victims and displaced persons, and assistance to political prisoners and prisoners of war. ICRC also undertakes tracing services (for detainees as well as family members separated by conflict), and in some cases refugee protection and assistance.

#### World Food Program

In recent years, contributions to WFP have supported feeding programs for refugees and displaced persons from Liberia, Guinea Bissau, and Sierra Leone; for Ethiopian and Eritrean refugees in Sudan; for Somali refugees in Ethiopia, Djibouti, and Kenya; for Sudanese refugees in Uganda, Ethiopia, and Kenya; and for refugees and displaced persons from Rwanda, Burundi, and Congo/Zaire. In FY 2000, funds may be contributed to WFP for expenses of such programs undertaken in conjunction with UNHCR.

#### Other International Organizations/Non-Governmental Organizations

Non-governmental organizations are key partners with the international organizations in Africa, often in specialized areas such as health care and food distribution. Funds will be provided directly to non-governmental organizations to complement the programs of UNHCR and to address the need to bring basic assistance up to minimum worldwide standards. The United Nations Children's Fund (UNICEF), the International Organization for Migration (IOM), the International Federation of Red Cross and Red Crescent Societies (IFRC), and other international organizations or non-governmental organizations may also receive funding for complementary assistance.

#### ASSISTANCE PROGRAMS IN EAST ASIA

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
Enacted	<b>Estimate</b>	Request	Inc./Dec.(-)
\$17,675	\$13,950	\$12,100	(\$1,850)

The Administration requests \$12,100,000 in FY 2000 for assistance programs in East Asia. Burmese continue to be the largest group of refugees in the region. Of the Rohingya refugees who fled to Bangladesh from late 1991 to mid-1992, over 230,000 had voluntarily repatriated to Burma and small-scale repatriation was occurring at the beginning of 1999. Those remaining in Bangladesh at the end of the organized repatriation (estimated 15,000) will need a durable solution.

At the beginning of 1999, some 110,000 refugees from a variety of ethnic groups in Burma resided in camps in Thailand to which they had fled to escape attacks by the Burmese army and allies as well as the general persecution such as forced labor. 1998 was one of the safest years for refugees in Thailand, with no reports of refugees being pushed back or denied asylum by the Thai authorities.

By the beginning of 1999, fewer than 40,000 Cambodian refugees remained in refugee camps in Surin and Trat provinces in Thailand. With the internal political conflicts that had led to violence and refugee flows in July 1997 essentially resolved, voluntary repatriation was underway, with over 4,000 returning home in January alone.

The ongoing financial crisis and the increase in undocumented migration within the region, including of people in a refugee-like status, has led to heightened concern about trafficking in people and the impact of migration generally.

#### United Nations High Commissioner for Refugees

By the end of 1999, return and reinstallation of Laotian and Cambodian refugees are expected to have been completed, leaving Burmese as the largest caseload of concern to UNHCR. U.S. contributions to UNHCR will include funds for assistance to any remaining Burmese refugees in Bangladesh as well as for any remaining reintegration needs of those who returned to Burma. Assistance to Burmese refugees in Thailand is provided through NGOs, while UNHCR plays a protection role in registering new arrivals and monitoring refugee security along the border. U.S. contributions will also cover any remaining reintegration needs of those Cambodians who will have returned from Thailand.

#### International Committee of the Red Cross

U.S. contributions to ICRC support ongoing programs such as visits to detainees and emergency relief and medical care for conflict victims. Armed conflict in Southeast Asia is very localized (e.g., in pockets of Indonesia such as East Timor and Aceh, and Papua New Guinea). Regional delegations throughout East Asia therefore largely concentrate on ICRC's core activities of protection, tracing, dissemination, and medical assistance (such as prosthetics).

#### World Food Program

Funds may be contributed to WFP toward expenses of programs undertaken in cooperation with UNHCR - for example, the feeding programs for Rohingya refugees in Bangladesh and for Cambodia refugees in Thailand, as well as programs for voluntary repatriates to Burma and Cambodia.

#### Other International Organizations/Non-Governmental Organizations

Burmese refugees in Thailand are assisted by NGOs that implement public health programs, including water and sanitation and skills training, and provide food aid as well as some basic household assistance such as blankets and mosquito nets. The FY 2000 request will continue funding NGOs working in Thailand along the Burmese border. This funding also provides direct U.S. support for efforts to combat trafficking in people throughout the region, as well as international and non-governmental organization programs that deliver services to refugees, asylum seekers, and repatriates to address needs not covered by programs outlined above.

## ASSISTANCE PROGRAMS IN THE WESTERN HEMISPHERE

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
Enacted	<b>Estimate</b>	Request	Inc./Dec.(-)
\$14,200	\$13,000	\$15,800	\$2,800

The Administration requests \$15,800,000 for the Western Hemisphere assistance program. While the lessening of civil and political strife in some parts of the region has dramatically reduced the number of refugees, armed conflicts in Peru, Colombia, and Mexico continue to displace civilians. Hence, there is a continuing need for UNHCR and ICRC activities in the region. The Department of State will continue to pay close attention to the situation in Haiti. As necessary, support for other refugee and migration requirements in the region will be provided. Active participation in international migration dialogues is essential if migration flows within the Hemisphere are to be managed effectively. The Department plans to expand its leadership role in migration dialogues in the hemisphere by assuming the chair in 2000 of the Regional Conference on Migration and by encouraging the establishment of counterpart groupings in the Caribbean and South America. Similarly, within the context of the Summit of the Americas, the Department is serving as "Responsible Coordinator" for promoting the human rights of migrant workers within the hemisphere. In both of these multilateral venues, additional resources are required for coordination and conference activities, as well as program implementation.

#### United Nations High Commissioner for Refugees

U.S. contributions will help support the regional UNHCR offices that oversee aid to small numbers of refugees throughout the hemisphere and work to assure first asylum for those forced to flee-from Colombia, for example. To work with states to put in place effective regimes (e.g., status determination processes) for providing legal protection to refugees and preventing their forcible return to a country where they might face torture or persecution.

#### International Committee of the Red Cross

Funds will be contributed to ICRC assistance programs in Central and South America, primarily for Colombia, Mexico and Peru, and for its network of four regional offices and delegations. With fewer active conflicts in the region, ICRC's emergency relief to conflict victims, aid to prisoners of war, and tracing activities have decreased somewhat (with the notable exception of Colombia), enabling ICRC to focus on prison visits and promotion of international humanitarian law. The

periodic outbreaks of hostilities in Chiapas, Mexico demonstrate the underlying tensions that can lead to an urgent need for an ICRC response.

#### Other International Organizations/Non-Governmental Organizations

The Department may fund activities of IOM, other international organizations, and NGOs as required to meet special requirements for assistance to refugees and migrants in the region and/or complement the assistance efforts of the international organizations outlined above.

## ASSISTANCE PROGRAMS IN THE NEAR EAST AND NORTH AFRICA

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
<b>Enacted</b>	<b>Estimate</b>	Request	Inc./Dec.(-)
\$93,541	\$96,600	\$99,500	\$2,900

The Administration requests \$99,500,000 for the Near East and North Africa assistance programs. The major focus in the region continues to be on the long-standing Palestinian refugee population, which UNRWA is mandated to assist.

### United Nations Relief and Works Agency for Palestine Refugees in the Near East

UNRWA is mandated by the United Nations to assist Palestinian refugees in Jordan, Syria, Lebanon, Gaza, and the West Bank. Over 3.54 million refugees are registered with UNRWA, which provides education, vocational training, relief and social services, medical assistance, and small-scale income-generation projects. UNRWA schools and training centers are leading factors in helping Palestinian refugees become economically self-reliant. Since UNRWA began operations in 1950, the United States has been a major contributor toward its programs. U.S. Government funding helps provide some stability in the lives of the Palestinian refugee population in the region, and contributes to a climate conducive to a peaceful resolution of regional problems.

#### United Nations High Commissioner for Refugees

These funds will support UNHCR operations throughout the Near East and North Africa, including large programs in Egypt, Iran and Iraq. Refugees in Lebanon, Saudi Arabia, Syria, and other countries continue to require protection and monitoring. Somali refugees in Yemen continue to receive UNHCR support, as do the Western Saharan refugees in Algeria who are awaiting a political settlement before returning to the Western Sahara.

#### International Committee of the Red Cross

Throughout the Near East, ICRC is often the only international humanitarian organization able to access areas of civil strife to provide needed medical and other assistance to conflict victims and displaced persons. ICRC assists conflict victims in the region, with particular emphasis on tracing and protection of detainees. It also addresses unresolved humanitarian problems (particularly POWs and MIAs) related to conflicts where hostilities have ceased. ICRC's emergency programs will continue to provide emergency shelter, food and

water, medical care, and protection to civilians displaced by conflict in the region.

#### Other International Organizations/Non-Governmental Organizations

Funds may be contributed for special projects of governmental or non-governmental organizations designed to complement the assistance efforts of international organizations or to meet special needs of refugees and migrants in the region.

#### ASSISTANCE PROGRAMS IN SOUTH ASIA

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	Inc./Dec.(-)
Enacted	Estimate	Request	
\$26,316	\$30,000	\$26,900	(\$3,100)

The Administration requests \$26,900,000 in FY 2000 for assistance programs in South Asia. The preponderant refugee group in the region continues to be the approximately 2.5 million Afghan refugees in Pakistan and Iran. While some 100,000 did voluntarily repatriate in 1998, hopes for large-scale repatriation were dashed by the ongoing struggle in Afghanistan that left the Taliban in control of most of the country. Moreover, most international assistance programs in Afghanistan were suspended or operated at limited levels, owing to concerns over security, Taliban restrictions on relief agencies, and the Taliban's treatment of women and minorities.

New arrivals in Pakistan were not registered as refugees by the government and as they were largely non-ethnic Pashtun, they did not fit as easily into the northwest border regions where long-term refugees may well remain and integrate. The Department will continue to give special attention to the needs of women in the programs of international organizations and NGOs.

There were over 92,000 registered Bhutanese refugees in six camps in eastern Nepal at the beginning of 1999 (out of some 110,000 Bhutanese refugees in Nepal, representing approximately one-sixth of Bhutan's estimated pre-1991 population). Promising talks between the two governments aimed at finding a resolution to the citizenship issues surrounding these refugees were beginning, early in 1999.

Of the original 120,000 Tamil refugees who fled to India from Sri Lanka in June 1990 as a result of ethnic violence, approximately 65,000 refugees remain, living in 133 camps in India's southern Tamil Nadu State. Voluntary repatriation was stalled throughout 1998 as the ongoing conflict in Sri Lanka flared. In addition, India is host to over 100,000 Tibetan refugees. Approximately 2,500 new Tibetan refugees arrive in India each year. 1998 did see the return to western Bangladesh of 45,000 Chakma refugees.

#### United Nations High Commissioner for Refugees

The primary focus of the U.S. with regard to UNHCR programs in South Asia will be the continued protection as well as care for the most vulnerable refugee groups remaining in Pakistan, with special attention to the needs of refugee women and girls, especially in health and education. At the same time, to the extent possible, our contributions to UNHCR will support repatriation

and reintegration inside Afghanistan aimed at establishing stability and a return to normal conditions of life for refugee groups who elect to return. UNHCR is also concerned with the internally displaced and repatriates in Sri Lanka, and with refugees from Sri Lanka in India. In Nepal, UNHCR's presence supports Tibetan refugees in transit to India as well as the growing Bhutanese refugee population and other smaller groups.

#### International Committee of the Red Cross

ICRC is expected to maintain programs for victims of the Afghan conflict with a focus on emergency medical assistance. ICRC runs a number of surgical and field hospitals for warwounded Afghans, and operates orthopedic centers that provide complete rehabilitative services to the disabled. ICRC also provides emergency non-food assistance to the internally displaced and vulnerable, as well as water and sanitation projects in urban areas. Protection and tracing activities are important aspects of ICRC's Afghan Conflict Victims program.

ICRC is also involved in protection, tracing, medical assistance, and human rights training in Sri Lanka. With no resolution to the conflict in sight, support for ICRC's critical humanitarian efforts through contributions to its regional appeal will continue.

#### World Food Program

In recent years, contributions to WFP have supported feeding programs for Afghan refugees and repatriates and Bhutanese refugees. In FY 2000, funds may be contributed to WFP for expenses of such programs undertaken in cooperation with UNHCR.

#### Other International Organizations/Non-Governmental Organizations

The Department will continue to give special attention to the needs of women, particularly through health and education projects implemented by non-governmental organizations. To the extent possible, the Department will also consider supporting projects, which assist the reintegration of returnees or the repatriation of refugees to Afghanistan.

The Department will continue to support NGO programs that assist Tibetan refugees. Funds may also be contributed for projects of international or non-governmental organizations designed to complement the assistance efforts of UNHCR and ICRC to meet special needs of refugees and migrants in the region.

#### ASSISTANCE PROGRAMS IN EUROPE

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	<b>FY 2000</b>	
Enacted	<b>Estimate</b>	Request	Inc./Dec.(-)
\$109,562	\$91,840	\$90,300	(\$1,540)

The Administration requests \$90,300,000 to respond to assistance needs in Europe, including the Newly Independent States (NIS) of the former Soviet Union. There are still over 1.6 million Bosnian and Croatian refugees and internally displaced persons. The conflict in Kosovo has resulted in the displacement of an additional 300,000 people in the region. For refugees from Bosnia and Croatia, the international community is now focusing significant energy and resources on facilitating return. It is also working to find other durable solutions for those unable to return due to a well-founded fear of persecution or particular humanitarian needs. As long as the situation in Kosovo remains volatile, the international community will concentrate on providing urgent humanitarian relief. Continued funding is required through FY 1999 to support UNHCR-led relief and repatriation efforts in this region.

Refugee assistance requirements for the region are likely to decline in FY 2000, as UNHCR and other organizations begin to phase down assistance requirements for return to Bosnia and Croatia. Requirements for Kosovo will remain steady or increase, as the international community seeks to assist with return. This region will remain the largest recipient of FY 2000 MRA assistance funds in Europe. Cash contributions provided through the MRA are a particularly important portion of the overall U.S. effort.

In the former Soviet Union, the transformation from Soviet rule to democracy continues to be a volatile process. Some nine million persons in the NIS have been uprooted as refugees, displaced persons, repatriates, and other migrants. Despite the peace accord signed in Tajikistan in 1997, poverty and insecurity wrack this nation and hamper efforts to reintegrate some 80,000 returned refugees. There is little progress in seeking solutions to the conflicts over Nagorno Karabakh or Abkhazia, which affect over 1.2 million internally displaced persons and refugees. The north Caucasus has tens of thousands of Internally Displaced Persons (IDPs) and refugees from several conflicts. Continued instability and the breakdown of law and order could easily ignite new violence. The Administration is also committed to supporting the implementation of the Program of Action of the 1996 Regional Conference on Refugees and Migration in the Commonwealth of 22 Independent States (CIS Conference). Programs throughout the NIS implemented by IOM, the Organization for Security and Cooperation in Europe (OSCE), and UNHCR will require funding in FY 2000.

#### United Nations High Commissioner for Refugees

In FY 2000, UNHCR's continued assistance efforts will be required to facilitate the return of people displaced by the war in the former Yugoslavia or help them take advantage of other durable solutions. UNHCR will have to continue some level of humanitarian assistance to the most vulnerable groups and individuals.

UNHCR is one of three organizers of the May 1996 CIS Conference which examined a broad range of issues relating to the involuntary movement of people in the NIS. All UNHCR programs in the NIS for the years 1999 and 2000 will be covered under UNHCR's CIS Conference appeals. UNHCR has expanded its programs beyond the traditional provision of protection, emergency assistance for refugees and internally displaced persons, and dissemination of refugee law. Programs, which support the CIS Conference Program of Action, include technical assistance and training to develop appropriate legislation, implementation procedures, and government structures to respond humanely to migration concerns, as well as prevention programs, public awareness projects, and capacity building of both governmental and non-governmental agencies.

#### International Committee of the Red Cross

In the former Yugoslavia, ICRC plays a unique role among international agencies by facilitating exchange of information on missing persons. ICRC will also continue relief activities to the most vulnerable in FY 2000, while continuing to transfer operations and responsibilities to local Red Cross delegations.

In FY 2000, funds will continue to support ICRC's programs in the NIS to provide emergency assistance, to further develop ICRC's innovative tolerance education programs based on international humanitarian law, and to promote the basic principles of international humanitarian law and the law of war.

#### World Food Program

Funds will be contributed to WFP for programs undertaken in cooperation with UNHCR. It will continue to provide food and coordinate food supplies for the most vulnerable individuals in FY 2000. In past years, contributions have been made for WFP programs in the former Yugoslavia and toward WFP components of consolidated appeals for Tajikistan, and the Caucasus.

#### Other International Organizations/Non-Governmental Organizations

Funds will be required to support other international, governmental, and non-governmental organizations facilitating return and providing assistance in the republics of the former Yugoslavia. Non-governmental organizations serve as implementing partners to the UNHCR assistance and repatriation efforts. In addition, NGOs work independently to target the special needs of specific populations. For example, the Department of State has used NGOs to implement programs facilitating the return of displaced persons to areas where their ethnic group is in the minority.

In the NIS, funding to NGOs is primarily used to support emergency needs of refugees and internally displaced persons not provided by UNHCR and ICRC.

NGO programs also focus on building the capacity of their indigenous NGO partners and encouraging self-sufficiency for refugee and IDP communities.

Funds are provided to the Organization for Security and Cooperation in Europe (OSCE) as a coorganizer of the CIS Conference. OSCE funding is targeted to issues affecting refugees, internally displaced and other migrants that are outside UNHCR's mandate. In addition, funds will be needed in FY 1999 and FY 2000 to support IOM's CIS Conference appeals. IOM is a co-organizer of the Conferences and plays a significant role in its implementation. IOM's main activities support NIS governments' efforts to develop humane migration management systems. IOM also focuses its efforts on NGO capacity building and in providing reintegration assistance to migrants.

#### **MULTIREGIONAL ACTIVITIES**

#### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	Inc./Dec.(-)
Enacted	Estimate	Request	
\$63,588	\$73,700	\$73,900	\$200

For FY 2000, the Administration requests \$73,900,000 for Multiregional Activities. These funds support the assessed U.S. contribution to IOM, the headquarters budget of the ICRC, the General Program of UNHCR, the Multiregional refugee activities of international or non-governmental organizations, and international migration activities. (The IOM assessment and the ICRC contribution are paid in Swiss francs, and the dollar amounts will vary according to the exchange rate at the time of payment.) These funds will support enhanced multiregional refugee and migration activities of international and non-governmental organizations, particularly UNHCR, including programs for refugee women and children.

#### International Committee of the Red Cross

The funding request for the ICRC headquarters budget covers the permanent activities carried out by ICRC staff at the Geneva headquarters only; field-related costs are normally attributed to the regional appeals. The contribution will be calculated at 10 percent of the 2000 ICRC headquarters budget in accordance with the *Foreign Relations Authorization Act, 1988 and 1989*. The ICRC headquarters budget is funded through voluntary contributions by governments and national societies of the Red Cross; approximately 50 percent are contributed by the Swiss Government. U.S. contributions to ICRC's regional appeals are described under the previous regional sections of this document.

#### International Organization for Migration

As a member of IOM, as provided in the *Migration and Refugee Assistance Act of 1962*, the United States pays a 29.95 percent assessment to its administrative budget. IOM's services and expertise contribute significantly to the development and success of international migration and refugee resettlement programs worldwide.

#### Assistance and Protection Programs

These funds will support activities of international and non-governmental organizations that do not appear in any specific regional program (e.g., centrally funded multiregional activities) or that

support the ability of organizations to respond to new requirements, including emergency response capacity.

Multiregional program activities include interagency coordination efforts, emergency response teams of international organizations, and special studies. These funds also will be used to support efforts to integrate the special needs of refugee women and children in the program and budget planning process of the international organizations and non-governmental agencies engaged in providing refugee assistance overseas. The multiregional program also supports two-year positions held by Americans with UNHCR, IOM and WFP, through Junior Professional Officer programs. The United States provides unearmarked funding to the UNHCR General Program (from which many of the above activities are funded) under this activity, in addition to the funds provided to UNHCR through region-specific allocations discussed previously in this request.

#### **Migration Activities**

International migration activities include cooperation with other governments and with international and non-governmental organizations to understand the root causes of migration, particularly at the regional level, and to encourage humane and effective migration management. IOM will continue to develop its technical assistance and migration information activities. The Intergovernmental Consultations on Asylum, Refugee, and Migration Policies in Europe, North America, and Australia (IGC) is a process through which the United States, Canada, Australia, and twelve European countries cooperate on migration policy matters. Since 1996, policy discussions among eleven governments of North and Central America in the Regional Conference on Migration (RCM) have focused on common migration challenges and cooperative efforts to address concerns related to human rights of migrants, as well as law enforcement efforts.

Migration and asylum figure prominently as part of the dialogue on "Justice and Home Affairs" issues in the New Trans-Atlantic Agenda (NTA) between the United States and the European Union (EU). Since FY 1998, PRM and the European Commission have cooperated on pilot information campaigns to address the problem of trafficking in women. In FY 2000, PRM will continue its efforts to advance cooperation with the EU member states and the European Commission on migration issues.

Finally, assistance will be provided to migrants in pilot projects to support the international migration policy goals for which PRM has primary responsibility, especially with regard to protection and safeguarding the human rights of migrants. MRA funds will not be used for migration related activities for which other appropriations exist (e.g., law enforcement).

# **REFUGEE ADMISSIONS**

### PROGRAM SUMMARY

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
<b>Enacted</b>	<b>Estimate</b>	Request	Inc./Dec.(-)
\$102,360	\$102,360	\$122,900	\$20,540

The Administration requests \$122,900,000 to support the Refugee Admissions program in FY 2000, an increase of \$20,540,000 over FY 1999 estimated costs. This request is based on a planning level of 80,000 refugee admissions, 5,000 above the level included in the FY 1999 budget. The requested increase is necessary to finance the higher admissions level, to support increased transportation requirements, and for a proposed increase in the level of the Reception and Placement Grants in support of domestic resettlement. The President following the annual consultations process with Congress later in FY 1999 will determine the final number of refugee admissions and their regional allocations. The specific regional ceilings established in the consultations process will be based on an assessment of worldwide refugee needs at that time. The request funds all related refugee admissions activities and the processing and transportation of a small number of Amerasian immigrants. In FY 2000, PRM will continue to give priority to enhancing accessibility to the refugee admissions program for individuals in need of the protection afforded by resettlement.

Actual U.S. refugee admissions for FY 1998 and the established FY 1999 ceilings are shown below:

## **U.S. Refugee Admissions Levels**

Geographic Region	FY 1998 Actual	FY 1999 Ceiling
Africa	6,888	12,000
East Asia	10,854	9,000
Europe	54,363	45,000
Latin America/Caribbean	1,640	3,000
Near East/South Asia	3,311	4,000
Unallocated		2,000
TOTAL - FUNDED	77,056	75,000
Unfunded: Europe		3,000*
TOTAL	77,056	78,000

<sup>\* 3,000</sup> admissions numbers are available for refugees from the former Soviet Union and Baltic countries if needed, and if necessary funding can be identified within existing appropriations for the Departments of State and Health and Human Services. The Department will notify Congress should use of this contingency become necessary.

# Africa

Admissions levels for Africa were increased approximately 70 percent in FY 1999, from 7,000 to 12,000 refugees. African refugees of any nationality who are referred for resettlement for protection or durable solution reasons by UNHCR or a U.S. Embassy will be processed. Several specific groups have been identified as special humanitarian concern and will be eligible for direct registration. In addition, refugees from 18 countries undergoing active or recently concluded armed conflict will be eligible for family reunification processing. In FY 2000, some of the largest populations are expected to be Sudanese, Sierra Leoneans, Somalis, and Liberians.

### East Asia

**ODP, ROVR, and Amerasians** - For nearly 20 years under the Orderly Departure Program (ODP) from Vietnam, refugee cases were processed for those with close ties to the United States, with particular emphasis on former re-education center detainees and Amerasians. In addition, since FY 1997 the U.S. has processed for refugee admission some 17,000 Vietnamese applicants under the Resettlement Opportunity for Vietnamese Returnees (ROVR). We expect interviews in both these programs will be completed before the end of FY 1999. Large-scale admissions of Amerasian cases were completed several years ago.

**First Asylum -** All eligible Vietnamese in first asylum camps in the region were resettled by the beginning of FY 1998. In FY 1999, it is expected that only a small number of Burmese in Thailand will continue to be considered for admission to the U.S. as refugees. Small numbers of refugees from other Asian countries, such as China and Cambodia, may also be processed.

# Europe

The FY 2000 program will primarily include persons from the former Soviet Union, persons from the former Yugoslavia, and a small residual population of qualifying family member (Visas 93) beneficiaries from East European countries.

Admissions from the former Soviet Union will be primarily persons in the categories specified in the Lautenberg-Morrison Amendment as of special interest to the United States. These include Jews, Evangelical Christians, and Ukrainian religious activists. The Department of State will continue to closely monitor the situation of religious minorities in Russia. Admissions from the former Yugoslavia will emphasize mixed marriages, vulnerable cases, and other refugees for whom repatriation is not a viable option.

### Near East and South Asia

In FY 2000, admissions of Iranians (primarily religious minorities) and Iraqis from processing sites in Europe and the Near East/South Asia region are expected to increase. Western Hemisphere

Program efforts in this region primarily support the admission of Cubans. The in-country Cuban refugee processing program is designed to allow those individuals most likely to qualify as refugees the opportunity to have their claims heard without resorting to dangerous boat departures.

### SUMMARY OF COSTS

The total cost of all admissions activities to be covered from appropriated funds in FY 2000 is estimated at \$122,900,000. The requested funds are directly related to costs incurred on behalf of refugees whose actual admission will occur in FY 2000 or in 2001. After a refugee is approved by the Immigration and Naturalization Service (INS) for the U.S. refugee admissions program, the refugee receives a medical examination, sponsorship in the United States is assured, travel arrangements are prepared, and all other steps necessary for admission to the United States are completed. Most transportation and Reception and Placement grant costs are incurred when the refugee departs the asylum country for resettlement in the United States. Funds also are used to support all ongoing activities related to admissions, such as pre-screening of refugee applicants, processing of applicant case files, medical examinations, and overseas orientation.

The budget request for refugee admissions funds the programs described below. Funds may also be used for the evaluation of these programs.

### Amerasian Admissions Costs

Within the total admissions request, sufficient funds have been included to cover the admissions costs of Amerasian immigrants and their qualifying family members. These funds are included within the category requests that follow, but are not separately identified by activity. The small number of Amerasian immigrants who enter under the provisions of Section 584 of the *FY 1988 Further Continuing Resolution to the Appropriations Act*, P.L. 100-202, receive the same services provided to refugees.

# **Processing**

The Department funds a number of private voluntary agencies and the International Organization for Migration to assist with the processing of refugees worldwide to be resettled in the United States. Processing responsibilities include screening applicants to assess their eligibility for interview by INS adjudicators under the U.S. refugee program. Some applicants interviewed by INS are not approved for U.S. resettlement. Therefore, more cases are processed during the course of the year than will actually be admitted to the United States as refugees. For approved refugees, processing funds also are used to pay for medical examinations, cultural orientation materials and briefings, and required travel documentation.

In addition to overseas processing operations, the Department funds certain services performed in the United States that are essential to the smooth and efficient operation of the admissions process. This includes maintaining a U.S.-based Refugee Data Center which operates a case allocation and Reception and Placement (R&P) grant verification system. The Department also maintains the Washington Processing Center (WPC) as part of the former Soviet Union admissions processing operation.

### Transportation and Related Services

In FY 2000, the Administration requests funds for transportation and related services provided by IOM in support of the U.S. admissions program. This activity includes funding for international and domestic airfares, IOM operational support, communications, and transit accommodations where required. The cost of the airfares is provided to refugees on a loan basis; beneficiaries are responsible for repaying their loans over time after resettlement. Therefore, the requirement for appropriated funds for refugee transportation, in any given year is partially offset by loan repayments to IOM from refugees previously resettled. In addition, some refugees, primarily from the former Soviet Union, elect to travel on privately purchased tickets.

## Reception and Placement Grants

Through the Department's Reception and Placement program (R&P), private voluntary agencies receive funds on a per capita basis to provide basic services to refugees for initial resettlement in the United States. These agencies augment the federal grant by drawing on private cash and in-kind contributions that are essential to the success of this program. Services include pre-arrival planning, reception at the airport, initial housing, orientation to their communities, counseling, and referral to local social service programs.

Within the overall program funding, the Department may support different resettlement services for groups of refugees with special resettlement needs, for example, unaccompanied minors destined for foster care programs.

The Department coordinates its reception and placement services with the refugee assistance programs administered by the Office of Refugee Resettlement in the Department of Health and Human Services (HHS/ORR).

# **REFUGEES TO ISRAEL**

## **PROGRAM SUMMARY**

(dollars in thousands)

FY 1998	FY 1999	FY 2000	
<b>Enacted</b>	<b>Estimate</b>	Request	Inc./Dec.(-)
\$80,000	\$70,000	\$60,000	(\$10,000)

The FY 2000 request includes \$60,000,000 to support resettlement in Israel through a grant to the United Israel Appeal (UIA). This grant helps finance programs of the Jewish Agency for Israel that assist in the absorption into Israeli society of Jewish humanitarian migrants coming to Israel from certain countries of distress.

The \$10,000,000 reduction in the FY 2000 request reflects Congressional guidance and a reduction in the number of individuals seeking resettlement in Israel. In 1991, approximately 145,000 individuals from the former Soviet Union arrived in Israel; by 1998, this number had declined to about 55,000.

Migration and Refugee Assistance

# **ADMINISTRATIVE EXPENSES**

### PROGRAM SUMMARY

(dollars in thousands)

FY 1998		FY 1999		FY 2000			
Ena	cted	Esti	mate	Requ	ıest	Inc./De	ec. (-)
Positions	Funds	Positions	Funds	Positions	Funds	Positions	Funds
99	\$12,384/a	99	\$13,000	109	\$13,800	10	\$800

/a This amount includes \$384,000 transferred from the Diplomatic and Consular Program (D&CP) appropriation for International Cooperative Administrative Support Services (ICASS).

The Administration requests \$13,800,000 to finance the salaries and administrative expenses of the Bureau of Population, Refugees, and Migration (PRM). These funds will be used to finance the salaries and operating costs associated with a staff of 109 permanent positions in the Bureau of Population, and Migration, an increase of ten from the FY 1999 estimate. The ten new positions, three overseas and seven domestic, are critically needed to manage the increased resources and broad array of issues that PRM is responsible for. This increase will allow PRM to have an overseas presence in three missions with important humanitarian and refugee responsibilities, which do not currently have full-time refugee positions. Domestically, the additional positions will allow PRM to address more effectively expanding requirements for program design, monitoring and evaluation for operational activities, while maintaining our equally important policy liaison role in supporting other parts of the State Department in integrating refugee and humanitarian issues into broader regional foreign policy concerns.

While the Bureau of Population, Refugees, and Migration is responsible for international population policy and coordination, funds for the salaries and support costs of the six domestic positions dedicated to carrying out this responsibility are requested under the Department of State's Diplomatic and Consular Programs appropriation in FY 2000.

# REQUIREMENTS BY OBJECT CLASS

(dollars in thousands)

<b>Object Class</b>	FY 1998 Enacted	FY 1999 Estimate	FY 2000 Request	Inc./Dec.
Personnel compensation	\$6,020	\$6,978	\$7,529	\$551
Personnel benefits	1,796	1,976	2,100	124
Benefits for former personnel				
Travel and transportation of persons	949	1,121	1,021	(100)
Travel and transportation of things	23	13	15	2
Rents, communications, and utilities	502	588	696	108
Printing and reproduction	103	130	130	
Other services	2,099	1,745	1,840	95
Supplies and materials	192	178	198	20
Personnel property	663	270	270	
Grants, subsidies, and contributions	638,037	<u>627,001</u>	<u>646,201</u>	<u>19,200</u>
Appropriation Total	650,384	640,000	660,000	20,000

# EMERGENCY REFUGEE AND MIGRATION ASSISTANCE FUND

### SUMMARY STATEMENT

(dollars in thousands)

	FY 1998 Enacted	FY 1999 Estimate	FY2000 Request	Inc./Dec. (-)
I	\$50,000	\$30,000	\$30,000	

The Emergency Refugee and Migration Assistance Fund (ERMA) is a no-year appropriation, drawn upon by the President to meet "unexpected urgent refugee and migration needs" whenever the President determines that it is "important to the national interest" to do so. *The Migration and Refugee Assistance Act of 1962, as amended,* provides permanent authorization for the account of up to \$100,000,000. The Administration's request for \$30,000,000 is intended to replenish the ERMA Fund.

## **Program Activities**

In FY 1998 and FY 1999, as of February, a total of \$82,000,000 was drawn down from the ERMA Fund for the following requirements:

# Africa

### Presidential Determination 98-24 -- \$37,000,000

On May 29, 1998, \$37,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk in Africa and Southeast Asia.

## Europe

### Presidential Determination 98-34 -- \$20,000,000

On September 9, 1998, \$20,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Kosovo crisis.

### Presidential Determination 99-10 -- \$25,000,000

On January 25, 1999, \$25,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Kosovo crisis.

# REQUIREMENTS BY OBJECT CLASS

(dollars in thousands)

Object Class	FY 1999 Opening Balance	FY 2000 Request
Grants, subsidies, and contributions	\$105,412 <sup>1</sup>	\$30,000

<sup>&</sup>lt;sup>1</sup> Of which, \$75,412,337 was carried forward from FY 1998 and \$30,000,000 was appropriated in FY 1999.

# Bureau of Population, Refugees, and Migration <u>(PRM)</u>

# Bureau Performance Plan (BPP)

Fiscal Years 1998 – 1999 – 2000

# **International Affairs Strategic Goal: Humanitarian Response**

"Prevent or minimize the human costs of conflict and natural disasters."

**PROTECTION GOAL:** Ensure protection and first asylum to refugees and conflict victims.

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RESPONSE CAPACITY AND STANDARDS OF CARE GOAL: Maintain viable and efficient international humanitarian response mechanisms to respond to the needs of refugees and victims of conflict at internationally accepted minimum standards. Page 45

**VOLUNTARY REPATRIATION AND REINTEGRATION GOAL:** Support voluntary repatriation of refugees and provide a catalyst for their sustainable reintegration in the country of origin. Page 53

**RESETTLEMENT GOAL**: Provide resettlement opportunities to refugees and other humanitarian migrants and encourage other countries to do so. Page 59

**INTERNATIONAL MIGRATION GOAL:** Support efforts to manage international migration flows humanely and effectively by balancing the individual's need for protection with national interests in security of borders in country and regional efforts to manage and cooperate on migration issues. Page 65

ADMINISTRATION: HUMAN RESOURCES GOAL: Develop and maintain a skilled, diverse, and flexible work force capable of achieving PRM's objectives and responding to international crises. Page 69

**ADMINISTRATION: INFORMATION RESOURCES:** Provide appropriate information technology (IT) to effectively support Department and Bureau goals and staff Page 73 productivity in a secure, expeditious, cost-effective, and timely manner.

Note: PRM goals relate to refugees and conflict victims, but not to victims of natural disasters.

# <u>International Affairs Strategic Goal: Population</u> "Stabilize world population growth"

**POPULATION GOAL:** A concerted, comprehensive, and coordinated international response to unsustainable global population growth by implementation of the Program of Action agreed to at the 1994 International Conference on Population and Development (ICPD).

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NOTE: The PRM BPP includes the Population goal. No resources from the Migration and Refugee Assistance Account or the Emergency Refugee and Migration Assistance account are used to implement the population goal's objectives.

# BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

### **GOAL PAPER: Protection**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters.

GOAL: Ensure protection and first asylum to refugees and conflict victims.

NATIONAL INTEREST: The concept of protection for conflict victims and refugees stems from international law that was written to extend international protection to persons who were unable to get such protection from their own governments. Effective protection minimizes the human cost of conflict. Respect for humanitarian principles is key to preventing conflict and human rights abuses. All are integral to the U.S. national interest entitled Humanitarian Response. Effective national protection for asylum seekers is a core human rights goal, and figures in the Democracy national interest. National and regional security interests can be adversely affected by the failure to provide effective protection, which includes separating combatants from civilians. Protection regimes (including national laws and their implementation) are an essential element of good Law Enforcement.

STRATEGY: The United States will provide the protection that is guaranteed under international law for refugees, torture victims, and non-combatant conflict victims, and will pro-actively promote protection for those in need worldwide. Many countries, including the United States, have more generous policies toward the provision of protection than is required by international law. Domestically, we have legislation providing temporary protected status. U.S. law defines "refugee" more broadly than international law for certain types of persecution or for certain groups. The Department works with the Department of Justice and Congress to ensure that U.S. law and its implementation are in compliance with international protection standards that we have negotiated or to which we have agreed. Internationally, we also place emphasis on physical protection for refugees (especially with regard to women and girls, from sexual violence; and regarding children, from forced combat). The United States stresses the crucial link between protection and assistance to refugees and conflict victims and will assist our implementing partners to enable their staffs to monitor protection even as they provide assistance. The United States will approach other countries facing influxes of asylum seekers to support international protection standards as well as to PRM will target countries which offer inadequate offer assistance when necessary. protections for refugees and conflict victims for an active public diplomacy program coordinated by USIA to enlist understanding of and support for humanitarian treatment of refugees and conflict victims.

#### **OBJECTIVES:**

1. General Legal Protection -- To increase the number of states which have in place effective regimes for providing legal protection to refugees and preventing their forcible return to a country where they might face torture or persecution. To urge refugee-hosting countries to continue to provide asylum to refugees until repatriation or resettlement become viable solutions. To support the public dissemination of humanitarian principles.

FY 1998 BASELINE: 173 countries have ratified the 1951 UN Convention on the Status of Refugees and its 1967 Protocol (CSR), but many have not. Not all states that have ratified or acceded to the Convention have established national laws that implement its principles. For example, few countries of East Asia have ratified the CSR or have protection legislation, although many are confronted with possible mixed migration flows where a means of determining who is in need of protection could be crucial. The U.S. supports several Red Cross (ICRC, ARC) and UNHCR programs which disseminate humanitarian principles to the general public. Respect for those principles among the general populace is generally considered to be the best guarantor of protection.

FY 1999 TARGET: USG prepares for the 27<sup>th</sup> International Conference of the Red Cross and Red Crescent Movement and continues to support dissemination programs. The UN High Commissioner for Refugees (UNHCR), with the support of the USG, continues to develop/promote model legislation and training programs to provide adequate refugee protection. USG provides targeted assistance bilaterally or through an international organization to improve implementation of refugee protection legislation in at least three countries.

FY 2000 TARGET: The USG approaches at least three additional countries which have inadequate legal systems in place to improve protection for refugees by ratifying international conventions, adopting national legislation, and training appropriate government bureaucrats.

- 2. Children To achieve the broadest possible implementation of UNHCR Guidelines on the Protection and Care of Refugee Children in the programs of international organizations, their implementing partners, and USG-funded agencies.
  - Collect/disseminate "best practices" and "lessons learned" from individual efforts to keep children from becoming child soldiers, and for demobilizing and rehabilitating child soldiers.

FY 1998 BASELINE: The phenomenon of child soldiers is at epidemic levels, especially in Africa and Asia, and cannot be handled through the development of international legal standards (e.g. the optional protocol to the Convention on the Rights of the Child). The UN, by appointment of a Special Rapporteur for Children in Conflict, has asserted leadership on this issue, which the USG seeks to reinforce.

FY 1999 TARGET: PRM, in consultation with USAID and the UN Special Rapporteur on Children in Conflict, funds a project to compile and present to the appropriate international protection and assistance community various programs or projects that have succeeded either in preventing children from becoming soldiers, or have rehabilitated them after they have demobilized, with a view to identifying practical approaches that may prevent the phenomenon.

FY 2000 TARGET: Funding is provided for dissemination of best practices or for programs that assist in protecting children from forced participation in combat.

• Tracing and Family Reunification: Ensure that unaccompanied children are traced quickly in emergencies, and protected pending reunification.

FY 1998 BASELINE: PRM has funded a project with UNHCR that, following a previous successful initiative in the Great Lakes, provides tracing for unaccompanied refugee children in West Africa. PRM also funds ICRC programs that include a wide range of tracing activities that reunite families torn apart by conflict situations.

FY 1999 TARGET: PRM expands initiative to ensure that in most refugee situations, the need for tracing of and protection for unaccompanied children is evaluated, and corresponding programs are funded. PRM supports expanded collaboration between ICRC and other organizations tracing refugees.

FY 2000 TARGET: Tracing for family reunification, with particular emphasis on children, and protection of unaccompanied children, is part of the international response to every refugee situation, and is coordinated effectively among agencies.

- 3. Women To achieve broadest possible implementation of UNHCR's Guidelines on the Protection of Women in international organizations, their implementing partners, and USG-funded agencies.
  - Take all possible measures to deter, detect, and address the consequences of sexual violence.

FY 1998 BASELINE: PRM supports UNHCR position for reproductive health for refugees, and, in certain situations, funds IO and NGO efforts to prevent and address sexual violence.

FY 1999 TARGET: PRM expands capacity of international and non-governmental humanitarian organizations to prevent and address sexual violence, including funding workshops, training staff, and providing program support to link protection and prevention activities to assistance to victims as well as prosecution of offenders.

FY 2000 TARGET: PRM is able to identify and fund programs to prevent and address sexual violence in the majority of refugee situations. Such assistance is a regular part of all protection and assistance programs.

• Promote the participation of refugee women in refugee camp management, with particular focus on distribution of food and other support items.

FY 1998 BASELINE: PRM supports UNHCR efforts to increase refugee women's participation in camp management decisions that will affect their physical and legal protection as well as their psychological and material well-being.

FY 1999 TARGET: PRM funds international and non-governmental humanitarian organizations to effectively increase the level of participation of refugee women in the management of camps and programs.

FY 2000 TARGET: PRM continues to support programs of international and non-governmental humanitarian organizations which have integrated the human resources of refugee women in all aspects of program planning and implementation. (see also Response Capacity/Standards, Objective 4)

• Promote sufficient economic opportunities or assistance to reduce the likelihood that refugee women, girls, and boys turn to prostitution in order to support their families.

FY 1998 BASELINE: Increasingly, income generating opportunities are offered to women when they are available at all to a refugee population. There are cases where the international community evaluates a population's "coping mechanisms" in a way that masks cases where refugees have resorted to prostitution in order to obtain extra food rations or cash income in a refugee setting.

FY 1999 TARGET: Encourage analysis of the correlation of economic resources available to women with occurrence of prostitution in refugee settings, examine evaluations of "coping mechanisms" for those populations.

FY 2000 TARGET: Increase support for programs where it appears that a high level of prostitution has resulted from insufficient economic opportunities.

4. Physical Security – To ensure adequate physical security for persons receiving international protection, as well as for those providing assistance

FY 1998 BASELINE: Local host country authorities should provide a secure environment for the refugees they host. Physical security is provided on an ad hoc basis for refugees and conflict victims, with extremely large populations that are in need of community policing often left without international assistance. PRM contributed \$1.0 M for refugee camp security in Tanzania. Humanitarian workers are often on the front lines; their kidnapping and murder no longer hits the front pages.

FY 1999 TARGET: UNHCR, in cooperation with relevant UN sister agencies and with support of the USG, develops a model community policing program which facilitates communication among refugees, humanitarian workers, and the host government. USG stresses the importance of locating refugee camps far enough away from an international border to provide adequate separation of civilians from combatants. PRM funds and encourages specific security-related elements of NGO projects and encourages the use of common security systems among IOs and NGOs working in difficult circumstances. PRM supports UNHCR requirements to maintain the civilian character of refugee camps.

FY 2000 TARGET: USG funds the replication of the community policing model in several refugee situations, and continues to stress the importance of refugee camp location to the issue of physical security. USG continues to support UNHCR requirements to maintain the civilian character of refugee camps.

### **ASSUMPTIONS:**

- U.S. response to asylum seekers and protection of refugees will impact our ability to influence other countries' behavior with regard to the protection needs of asylum seekers.
- Physical protection will continue to be as great a problem for refugees and conflict victims as legal protection.
- USG attention to sexual violence and prostitution will not backfire, and stigmatize or draw undue attention to victims, or to refugee women in general.

### **INDICATORS:**

- INDICATOR: Health workers in refugee camps are able to identify by name at least one UNHCR protection officer when asked by visiting PRM program officers or refugee coordinators.
  - DATA SOURCE: Embassy reporting, PRM monitoring reports.
- INDICATOR: There is a record of tracing going on in every refugee situation (whether maintained at the camp level or elsewhere in the field).
  - DATA SOURCE: Embassy reporting, PRM monitoring reports.
- INDICATOR: An increase in the number of states party to the 1951 CSR and its 1967 Protocol.
  - DATA SOURCE: UNHCR
- INDICATOR: Establishment of a community policing model and its implementation in at least one refugee situation.
  - DATA SOURCE: UNHCR, Embassy reporting, PRM monitoring reports.

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

### **GOAL PAPER: Response Capacity and Standards of Care**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters.

GOAL: Maintain viable and efficient international humanitarian response mechanisms to respond to the needs of refugees and victims of conflict at internationally accepted minimum standards.

**NATIONAL INTEREST:** American generosity in response to victims of conflict and persecution is a fundamental national value. U.S. leadership in an international outpouring of support has been shown to be the best means of minimizing the human cost of suffering when it has not been able to be prevented. Building a **Humanitarian Response** capacity among international and non-governmental agencies to respond to disasters quickly minimizes the human cost of conflict. Strong humanitarian organizations ensure that professional staff trained in protection and assistance and financial resources will be deployed to address the needs of refugees and victims of conflict. Several sectoral elements support **Global Issues** related to health and population. When assistance permits greater self-reliance, it contributes to **Broad-based Economic Growth** and sustainable development.

**STRATEGY:** PRM will advocate effective and efficient humanitarian response, whether by international organizations, non-governmental organizations or USG agencies. During this decade, the USG has been instrumental in the improvement of the international response capacity in the international community, not only in terms of response time, but also in the quality of the response and the manner in which assistance is provided. assistance at minimum standards to those in need of international protection ensures that death rates are not inordinate among refugees and conflict victims. Multilateral approaches provide a vehicle for burden-sharing, with the U.S. currently providing in the range of 20 to 30 percent of the costs. International organizations also coordinate the overall response, which includes NGO's and bilateral humanitarian programs, within the framework of an integrated country strategy. Other donor countries, however, have not maintained a commitment to an international, multilateral response that parallels that of the USG. Only by having strong donor support across the board can we achieve viability and sustainability in the international humanitarian organizations. PRM will work with traditional donors to increase their support. Together, donors will work with international organizations to achieve support from new donor nations. PRM will focus on programs incorporating attention to protection of women and children, achieving equitable assistance among refugee groups according to international standards of care, education, emergency response

preparedness, capacity building in both local agencies and in international organizations, and environmental sensitivity.

### **OBJECTIVES:**

1. To provide assistance to refugees and conflict victims that meets internationally accepted standards in the sectors of shelter and site management, food nutrition, food aid, public health, and water supply and sanitation.

FY 1998 BASELINE: A group of international NGO's have initiated a standards setting exercise (the "SPHERE" project), which will establish sectoral standards and organizational best practices that we expect will become the norm for humanitarian assistance. The majority of U.S. and European NGO's, as well as national affiliate Red Cross/Crescent societies are committed to the project. Many international organizations are participating in the project as well.

FY 1999 TARGET: USG will review the SPHERE standards and decide on endorsement, and on whether to accept them as the minimum level of assistance that would be supportable. Assistance to various groups across regions will be compared and efforts made to achieve balance of effort.

FY 2000 TARGET: In consultation with other donors, the USG will strive to target the majority of international funding to projects and organizations that provide assistance according to the SPHERE standards. PRM will provide training and other necessary assistance to assist international humanitarian organizations and their implementing partners comply with the SPHERE standards.

- 2. As a routine part of programs for refugees and conflict victims, to support priority responses not covered by the SPHERE standards: education and the environment.
  - Provide basic education opportunities for children and semi- or illiterate adult women.

FY 1998 BASELINE: PRM funds education programs through international organizations and NGO's that provide schooling for children and vulnerable groups. PRM emphasizes programs that encourage the participation of female children in primary school in places where girls do not have the same support as boys to attend school.

FY 1999 TARGET: Assess possibilities and capacity to expand basic education programs for refugee children and adult women, and support expansion where possible, but at least in two refugee situations.

FY 2000 TARGET: Continue to expand the number of refugees receiving basic education, with emphasis on girls and women. Promote the principle that education should become a routine part of every refugee assistance program by the end of the first year after flight.

• Support the incorporation of environmentally sensitive approaches into assistance programs.

FY 1998 BASELINE: PRM has funded policy development on environmental approaches in UNHCR. The draft SPHERE project "best practices" includes prevention of environmental damage as a norm for programs. Some agencies have built environment awareness aspects into their programs; unfortunately, none has yet mainstreamed environmental awareness.

FY 1999 TARGET: PRM funds preparatory training, capacity building activities or technical assistance to IO or NGOs. PRM works with other USG and other funding sources to expand incorporation of environmental approaches to humanitarian assistance (e.g. USAID, World Bank).

FY 2000 TARGET: PRM requests that organizations include in project plans how environmental sensitivity has been incorporated into the program or project. PRM continues to fund training, technical assistance, and capacity building.

- 3. To achieve full implementation of international humanitarian agencies' programs without the USG share of cash requirements surpassing 25% of contributions received, and to have input in setting priorities in planning and implementing those programs.
  - Confer regularly with other donors on international organization roles and responsibilities, humanitarian program planning and design, implementation, and funding.

FY 1998 BASELINE: Coordination mechanisms presently exist, but are ad hoc and inconsistent. Donors will never agree on all aspects of program design and implementation, but greater mutual understanding avoids gaps in assistance. A US-EU data sharing arrangement will be fully functional in 1998.

FY 1999 TARGET: Improved donor coordination, including regular exchange of plans for contributions for humanitarian assistance and frequent policy meetings, will strengthen lines of communication and enhance support for IO roles. PRM coordinates emergency assessments with other donors to reduce the number of assessments done independently during the acute phase of an emergency.

FY 2000 TARGET: PRM meets with the EU on humanitarian assistance planning regularly at the working level and on regional refugee situations as required. PRM develops mechanism for increased, regular donor consultation with the top ten donors to its major funded agencies.

• UNHCR: Assist UNHCR to meet program requirements while preserving the capacity to fund 20% of UNHCR General Program budget in the initial pledge; reserve 5% until other donors have provided a fair share, then target remaining funds prior to end of FY to address priority needs.

FY 1998 BASELINE: The pledge of the USG as measured against the budget is a smaller percentage than the percentage when compared to total contributions (i.e. overall donor contributions are not keeping up with the budgeted need).

FY 1999 TARGET: PRM establishes consultation mechanisms to provide maximum exchange of information with other donors prior to final decisions being made. PRM announces the new approach, allocates funding accordingly, and makes every effort to ensure that UNHCR implementing partner (normally NGO) projects USG considers crucial are not stopped for lack of funding by other donors.

FY 2000 TARGET: PRM evaluates and, if appropriate, maintains the approach.

 UNRWA — Encourage priority-setting and reform of operations and improvement of cooperation and communication with donors and UNRWA leadership.

FY 1998 BASELINE: UNRWA continues to face significant funding gaps resulting in the erosion of the quality of services provided. The level of funding required to maintain services is exacerbated by an approximate 3% annual population growth rate.

FY 1999 TARGET: Implementation of agency reform measures and improved communication with donors enables UNRWA to improve its financial position and decrease tensions among refugees generated by financial difficulties. Growth in budget limited to match increases in target population and maintenance of highest priority services.

FY 2000 TARGET: Reform continues, ensuring that highest priority needs of the refugees are met within the available resources.

• ICRC – Work with donors to encourage ICRC to give more explicit attention to women and children's issues in its programs.

FY 1998 Baseline: Through the "Friends of ICRC" donors group, discuss ways to improve ICRC's program performance concerning women's and children's issues particularly in connection with the Avenir study.

FY 1999 Target: Work with donors and ICRC to mainstream women's and children's issues into its programs including the issue of participation of refugee women in program design.

FY 2000 Target: Joint donor monitoring and evaluation of ICRC's efforts to incorporate women's and children's issues into its programs. Work with ICRC on any problems with implementation of these issues into its programs.

# 4. To mainstream to the maximum extent possible women's issues, children's issues, and national capacity building into programs funded by PRM. (PRM)

FY 1998 BASELINE: PRM has funded women's initiatives worldwide that demonstrate the benefit to the population of targeting refugee or migrant women in programs. Many programs incorporate training for local staff with an eye toward building sufficient local capacity that international staff can be reduced or phased out. Children's programming receives special funding and attention on an ad hoc basis; attention to needs that are unique to children are not mainstreamed. The draft SPHERE organizational best practices and PRM's monitoring and evaluation plan include specific references to mainstreaming these approaches.

FY 1999 TARGET: PRM funds preparatory training, capacity building activities or technical assistance to IO or NGOs to support these mainstream approaches. PRM works with other USG and other funding sources to expand this approach (e.g. USAID, World Bank). PRM monitoring tools and reports include specific reference to these areas.

FY 2000 TARGET: PRM requests that organizations include explicitly in project plans:

(a) how its programs take needs/abilities of women into account, (b) how local capacity will be built into the project, normally through training of local staff to eventually manage the project, (c) how the unique needs of children have been addressed by the program or project. PRM continues to fund training, technical assistance, and capacity building, and continues to monitor funded programs and projects against these targets.

# 5. To ensure that, in an emergency, humanitarian response organizations are prepared to respond efficiently, effectively, and in a coordinated manner.

### • Outside the USG:

FY 1998 BASELINE: Through financial support and policy initiatives, considerable progress has been made in IOs' emergency response capabilities. Some NGO emergency response capability has been enhanced, but there is scope for expansion of PRM efforts with NGOs. PRM has established regular training for its staff in Monitoring and Evaluation (M&E) of programs for effectiveness. The UN Office of Coordination of Humanitarian Assistance (OCHA) has had new life breathed into it through reorganization and new staff.

FY 1999 TARGET: Maintain support for international emergency response capacity and coordination, including provision of emergency funds, prepositioning and prepurchase of emergency supplies, and maintenance of personnel rosters for emergency

deployment. Negotiate emergency capacity agreement with interested NGOs and promote linkages between and among IOs and NGOs in emergency preparedness. Based on results of M&E effort, establish PRM "best practices" to guide in preparedness activities and training.

FY 2000 TARGET: Support additional NGOs to have emergency stand-by capacity, continue support for international organizations stand by capacity. Evaluate emergency response capacity of partner organizations. Develop PRM "best practices" more fully to link back to preparedness and training.

### • Within the USG:

FY 1998 BASELINE: Consultation and planning within State and with other USG agencies has been undertaken on an ad hoc basis, in response to specific crises. Efforts have begun to formalize regular inter-agency coordination.

FY 1999 TARGET: Regular consultation will continue and more day-to-day interaction at the program level will result, especially with regard to forward planning. FY 2000 TARGET: USG, especially State and USAID, will jointly plan for humanitarian crises and work more closely together in actual emergencies.

6. To ensure a supply of qualified staff to work in humanitarian operations, by funding Junior Professional Officers (JPOs) and secondments of American staff to international humanitarian organizations, and by supporting training programs for humanitarian workers that complement USG objectives in humanitarian assistance.

FY 1998 BASELINE: PRM supports training in emergency response, gender-sensitive planning, and child-focused approaches to refugee assistance. PRM has funded and placed ten JPOs with UNHCR, and has one AE funded with IOM.

FY 1999 TARGET: Maintain ten JPOs at UNHCR, create two JPO positions with WFP, and increase IOM AEs to two positions. PRM monitors and evaluates retention of American JPOs as permanent staff in all agencies.

FY 2000 TARGET: If evaluation shows JPOs to be an effective means of providing long-term expertise to UNHCR, maintain UNHCR and WFP JPO levels, add a third AE to IOM.

### **ASSUMPTIONS:**

- Large scale populations (millions) of refugees and conflict victims will require sustained support over a period of several years pending political solutions to the underlying causes of their flight.
- In spite of increased "donor fatigue" contribution levels in 1999 will remain constant.
- The Emergency Refugee and Migration Assistance (ERMA) Account will be available to respond to any new refugee flows (i.e. after August 1, 1998).

- Staffing constraints within both the USG and in IOs will not be at a level to achieve the desired level of advance planning and coordination.
- The large majority of NGOs and IOs which PRM funds endorse the SPHERE standards and they become the internationally accepted norm for humanitarian actions.
- Absence in the near term of a comprehensive peace agreement that creates a durable solution for Palestinian refugees, but they will continue to see UNRWA as the most tangible and visible symbol of the international community's commitment to them.
- Countries in the Near East will continue to be reluctant to accept asylum-seekers from neighboring countries, particularly for long enough to undertake status determinations, even with increased resettlement offers.
- Funding provided to USAID for humanitarian assistance in the Caucasus will continue to obviate the need for PRM to support those same programs.

### **INDICATORS:**

- INDICATOR: No extraordinary suffering (including major outbreaks of disease, or excessive death rates) in established refugee situations as compared to that of surrounding population.
  - DATA SOURCE: Embassy, UNHCR, press, and NGO reports
- INDICATOR: All agencies that contributed to the SPHERE project endorse the final humanitarian response minimum standards.
  - DATA SOURCE: IFRC (location of SPHERE project manager)
- INDICATOR: At least two donor coordination meetings to discuss humanitarian assistance funding.
  - DATA SOURCE: RMA Geneva reporting
- INDICATOR: USG contribution to UNHCR General Programs does not exceed 25% of total contributions in most programs.
  - DATA SOURCE: UNHCR annual financial report
- INDICATOR: Minimum food, water, and shelter needs are being met for the vast majority of a displaced population within 15 days of a mass population movement.
  - DATA SOURCE: Situation reports from OCHA, UNHCR, ICRC, and other IOs/NGOs and DART team reports, when available
- INDICATOR: In an emergency, lack of capacity to respond does not hamper any agency with which PRM has arranged emergency preparedness activities.
  - DATA SOURCE: The agencies themselves.
- INDICATOR: Regional stability in the Near East is not adversely affected by a decline in the humanitarian standards met for Palestinian refugees.

- DATA SOURCE: Embassy and NGO reports
- INDICATOR: Decrease or elimination of UNRWA's funding gap and improved efficiencies in operations allow essential services to continue uninterrupted.
  - DATA SOURCE: Embassy and UNRWA reports

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

### **GOAL PAPER: Voluntary Repatriation and Reintegration**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters

GOAL: Support voluntary repatriation of refugees and provide a catalyst for their sustainable reintegration in the country of origin.

**NATIONAL INTEREST:** Finding a durable solution for refugees that permits their voluntary return home is the most sought after solution of the international community, and is also the normal goal of the U.S. national interest in providing a **Humanitarian Response.** Voluntary repatriation is done in the context of an end to conflict, and when done in safety and dignity, bolsters our **Regional Security** interests. The Open Cities initiative directly supports our **National Security** interest in establishing durable peace in Bosnia. Many aspects of preparing for the return can involve promoting self-governance, tolerance of multiple ethnic groups, and conflict resolution activities that support the **Democracy** national interest. Finally, reintegration of a returning population should be done in a manner that contributes to sustainable, **Broad-based Economic Development.** 

STRATEGY: The U.S., in cooperation with IOs and other donor nations, will push for post-conflict resolution and the establishment of conditions, such as linking relief to development, that will encourage safe, voluntary, and sustainable repatriation. When refugees can be repatriated voluntarily and in safety and dignity, the United States leads the international community in supporting programs for their return and initial reintegration. The U.S. will support both spontaneous and organized voluntary repatriations. PRM will work with USIA to devise and conduct public diplomacy programs that promote democracy, tolerance, and conflict resolution principles among targeted publics. PRM will work with USAID toward a sustainable return, implying post-conflict reconciliation in order to maintain regional political stability, as well as links between repatriation, reintegration, and development. When sustainable return is achieved, it prevents the recurrence of chaos and armed conflict. In preparation for return, education can be tailored to support eventual selfsustaining economic activities for the returnees and to prepare them to live in peaceful, tolerant societies upon return home. Vulnerable populations in a repatriation, whose reintegration must be well-planned, include widowed and other single female heads of households, unaccompanied children, and demobilized child soldiers. Successful reintegration links relief to development, and must incorporate sustainable, community-based approaches. Programs of "development-exclusive" entities such as UNDP and international development banks (IDB's) need to be linked to repatriation and reintegration programs of "reliefexclusive" organizations such as UNHCR or ICRC. With other donor countries, the United States will work with international and non-governmental organizations, refugee-hosting governments, and countries of origin toward these ends.

#### **OBJECTIVES:**

- 1. To prepare refugees to live in a peaceful, tolerant society and be economically self-reliant upon repatriation.
  - Education: Tolerance, conflict-resolution, and peace education program for children and adults.

FY 1998 BASELINE: PRM funds ICRC programs that support and implement tolerance and peace education initiatives (i.e. through the dissemination of IHL). PRM also supports these programs through the Bosnian Women's Initiative, the Rwandan Women's Initiative, and the General Women's Initiative Fund.

FY 1999 TARGET: Continue to fund tolerance, conflict-resolution, and peace education programs for children and adults through UNHCR and ICRC. Assess needs for programs not in existence, and expand program funding to non-governmental organizations.

FY 2000 TARGET: Promote tolerance, conflict-resolution, and peace education programs for children and adults as a regular part of refugee assistance programs as part of preparation for repatriation.

• Education: Skills/vocational training for heads of households, including focus on women and vulnerable adult and teen populations

FY 1998 BASELINE: PRM funds international and non-governmental programs that support economic self-reliance of repatriated refugees.

FY 1999 TARGET: Link more consciously skills and vocational education to the actual prospects for repatriation in a refugee situation. In each area where skills training is supported, identify those vocations that are truly transferable to refugees' homes upon repatriation, emphasizing agriculture when possible.

FY 2000 TARGET: Continue the approach, evaluating or supporting "best practices" analysis when appropriate.

• Refugee participation in operation of assistance programs supported by the international community.

FY 1998 BASELINE: PRM supports UNHCR's efforts to increase refugee participation in running assistance programs that will affect their psychological and physical well-being during the repatriation and reintegration process, particularly concerning the repatriation and placement of unaccompanied children, single heads of households, and demobilized soldiers.

FY 1999 TARGET: PRM continues that support, and assesses the ability of international and non-governmental humanitarian organizations to increase the level of participation of refugees in the management of community-based programs, with the purpose of building capacity among refugees in preparation for their return.

FY 2000 TARGET: Depending on result of assessment, increase funding to programs so that greater capacity-building among refugees is incorporated.

- 2. To provide specific support for the successful reintegration of vulnerable populations, such as single female heads of households, unaccompanied children, and demobilized soldiers.
  - Support community-based plans for return of unaccompanied children to family, extended family, or community of origin, including tracing of family members, or arranging foster care.
  - Fund programs to provide assistance to single heads of household, especially women, for their reintegration; identify other populations whose reintegration in the specific situation may be problematic and fund programs to address their needs as well.
  - Where armed forces have been demobilized, ensure that programs for child soldiers (including schooling and appropriate psychosocial interventions) are in place.

FY 1998 BASELINE: Although each of the three bulleted activities are different, PRM is in approximately the same place with each, having adopted in principle the idea of the approach, but having only implemented any of them on an ad hoc basis.

FY 1999 TARGET: As part of an increased effort to address the needs of women and children worldwide, PRM would support proposals to examine best practices in any of the above areas, or to fund pilot projects in the context of repatriations planned to begin in FY 1999.

FY 2000 TARGET: Either as a result of a best practices examination, or on the basis of direct proposals, PRM would expand its support for projects falling within this category.

- 3. To link repatriation and initial reintegration activities to longer-term development programs through integrated operational plans.
  - Promote repatriation planning done on both sides of the border to incorporate the needs of the returnees as well as the local population so that the entire community is able to adapt to the migration.
  - Support repatriation planning designed to link with existing or foreseen development programs in the country of origin, including both relief and development agencies.

• Support the coordination of initial reintegration activities of both development and relief agencies, which should be targeted to regions to which refugees and other conflict victims (including displaced persons) are expected to return.

FY 1998 BASELINE: PRM promotes coordinated planning between the development and relief communities (e.g. Burma for Rohingya repatriation, Somalia, Laos, and Rwanda) but it is only implemented on an ad hoc basis. The Greater Horn of Africa Initiative has involved more planning than implementation. In the UN system, the Afghanistan Common Program has provided a useful first attempt at relief and development coordination. Liberia recovery and refugee repatriation has not provided good results in coordination, however. UN Track Two reforms emphasize coordination of development programs on the one hand, and coordination of humanitarian assistance on the other, but without a clear mechanism for bringing the two together. PRM has funded targeted assistance in communities to which refugees are expected to return in Angola, Liberia, Afghanistan and Rwanda.

FY 1999 TARGET: Emphasize the development of flexible mechanisms in the development agencies so that post-conflict development activities may be implemented quickly. Using the Afghanistan Common Program as a model, support the UN Development Group (UNDG) and Executive Committee for Humanitarian Affairs (ECHA) coordination to improve the management of post-crisis situations, including linking repatriation programs of UNHCR with UN development activities in the communities to which refugees or IDPs return, or targeting development activities to those communities to facilitate reintegration. Within USG, develop with USAID a parallel cooperative planning and coordination process for post-conflict assistance.

FY 2000 TARGET: USG, in cooperation with the UN, evaluates the success of OCHA and UNDG in coordinating the linkage between relief and development activities in Liberia, Rwanda, and Afghanistan. USG continues to apply a coordinated relief and development approach to its own post-conflict activities.

• Promote all aspects of humanitarian demining conducted in connection with refugee repatriation and reintegration programs of UNHCR and other relevant organizations.

FY 1998 BASELINE: PRM will continue to support UNHCR repatriations, many of which have humanitarian demining components. In FY 98, for the first time, the USG Humanitarian Demining program will fund an NGO for a repatriation project (in Somaliland). PRM will continue to work through the Demining Interagency Working Group (IWG) to advocate USG humanitarian demining assistance in repatriations.

FY 1999 TARGET: Improved donor coordination will result in better designed demining programs that integrate emergency response with longer-term development needs. PRM will continue to work with IWG to ensure attention to humanitarian demining requirements.

FY 2000 TARGET: PRM will continue to provide expertise on humanitarian demining to IWG. UNHCR and other IOs will engage in less humanitarian demining as more and more NGOs develop expertise. This growth in NGOs will lead to an increase in reintegration-specific demining projects.

- 4. To lead the international community both to achieve successful repatriation of refugees and their reintegration into the economic and social life of their country of origin and to recognize the importance of reintegration to the peace-building process.
  - USG urges governments to institute legal and administrative policies which provide protection that allows for the safe return of their citizens, including amnesty, freedom of movement, property restitution, and equal access to employment, education, and civil opportunities; to adopt fair and equitable policies on civil and human rights for returnees; and to provide a safe environment for return and reintegration.
  - PRM evaluates need for and funds repatriation programs. Where UN Common Programming is in place or where other USG strategic goals can be advanced, targeted effort and funding is provided for reintegration programs.

FY 1998 BASELINE: USG advocates the above policy through its participation in many international consultation mechanisms, including "Friends of" groups. USG approaches governments to which refugees are returning in support of the above policies (e.g. Bosnia). : PRM provides 20-25% of the need for repatriation programs, and has provided extended reintegration assistance to returnees to Vietnam, Laos, Burma, and Afghanistan. PRM has provided independent, targeted reintegration assistance in Bosnia through the Open Cities initiative.

FY 1999 TARGET: USG maintains participation and policy approach in existing "Friends" groups, and participates in new ones created. Suggests creation of new groups as appropriate. PRM identifies additional areas where reintegration assistance supports USG strategic objectives or supports UN Common Programming.

FY 2000 TARGET: PRM evaluates its approach to determine if using the criteria of UN Common Programming and USG strategic objectives to determine where to target reintegration assistance had an impact on the achievement of their goals.

### **ASSUMPTIONS:**

• Renewed international attention to humanitarian demining will result in an increase of resources to repatriation-related demining projects.

- The USG will maintain a national interest in establishing a lasting peace in post-conflict situations.
- The durable solution for the majority of refugees in the world will be repatriation to their countries of origin.
- UN development and relief agencies have common goals related to the establishment of peaceful and stable post-conflict societies and economies.
- Demobilizing child soldiers is a key to future peace in any post-conflict situation where they have been used.

### **INDICATORS:**

**INDICATOR:** UN Common Programs (or other coordinated plan) developed for more situations than Afghanistan, and supported by the international community both financially and politically.

DATA SOURCE: UN (OCHA and UNDG)

**INDICATOR:** After refugees have returned for two complete planting cycles, assessments of need determine that no vulnerable group among returnees requires international food aid.

DATA SOURCE: WFP, UNHCR

**INDICATOR:** UNHCR repatriation plans which contain a humanitarian demining component (demonstrating a clear linkage to long-term development needs).

DATA SOURCE: UNHCR repatriation plans

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

### **GOAL PAPER: Resettlement**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters

GOAL: Provide resettlement opportunities to refugees and other humanitarian migrants and encourage other countries to do so.

**NATIONAL INTEREST:** Since World War II, a major element of the U.S. **Humanitarian Response** to refugees has been the offer of a new home in a land of freedom. Especially for refugees in need of protection, resettlement can offer a critical human rights solution, in support of U.S. national interests in **Democracy.** As an element of humane and effective migration management, refugee resettlement is supportive of the national interest in protecting **American Citizens and U.S. Borders.** 

STRATEGY: The United States resettled approximately 70,000 refugees in FY 1997, yet only 13,000 of them were referred by UNHCR. The remainder of U.S. resettlement was family reunification or direct application by refugees from groups designated by the President, (with input from UNHCR) as "of special humanitarian concern" to the United States. The USG would increase UNHCR's referral capacity to ensure that refugees most in need of this critical and durable form of protection are offered the opportunity for resettlement in the U.S. or other third countries. At the same time, the U.S. would expect to maintain the capacity to resettle the number of refugees agreed to by the Congress through the annual Consultations process. Increased UNHCR referrals will necessitate a USG response in terms of processing refugees that will require mobility of processing teams in a broader geographic reach than has historically been the case in programs that are geographically centered.

Congress has directly controlled the size of U.S. support for humanitarian migration to Israel; PRM will follow Congress' lead as demonstrated in the FY 98 appropriations report language.

#### **OBJECTIVES:**

1. To make U.S. admissions more responsive to critical refugee "rescue" needs and less dominated by large family reunification programs through increased UNHCR referrals and through encouragement of our embassies to refer appropriate cases for refugee resettlement.

FY 1998 BASELINE: PRM standing guidance for refugee processing by Embassies is available but not well known to potential users. Congress is both supportive of refugee admissions, and wary of public backlash if immigration appears unwieldy. All U.S. embassies are authorized to refer Priority 1 refugee cases of any nationality--with a few exceptions--to the admissions program. Department guidance recommends that embassies consider referring cases involving former FSNs or other high profile figures known to embassy staffs. Referrals of this sort are infrequent.

FY 1999 TARGET: PRM provides briefings to Ambassadors and regional bureaus, guidance to Embassies and NGOs in the field on how to identify and process bona fide Priority 1 cases. PRM works with IOM, JVAs, and INS to ensure that processing teams are mobile enough to be deployed in more locations for fewer cases per visit than historically. PRM prepares American refugee resettlement NGO's for a larger proportion of non-family reunion cases, which require a larger reception and integration effort on their part. PRM provides briefings to Ambassadors and key overseas officers on how to identify and process bona fide Priority 1 cases and encourages consideration of refugees who formerly may have been overlooked for resettlement, such as those suffering religious persecution in their country of origin.

FY 2000 TARGET: UNHCR increases its resettlement processing staff in the field by a minimum of 20, half of which is funded by the U.S., resulting in a higher percentage of UNHCR referred resettlement cases to the U.S. Embassies become more active in identifying potential Priority 1 referrals as well as notifying PRM of potential cases that may qualify through other priorities. PRM provides more frequent information to the field and develops capacity to send TDY help to embassies requiring processing assistance.

# 2. To encourage other resettlement countries to accept UNHCR referrals at a predictable predetermined level.

FY 1998 BASELINE: We consult with other resettlement countries through the Resettlement Working Group in Geneva. Resettlement as a durable solution is underplayed in UNHCR as an organization.

FY 1999 TARGET: PRM expands its discussion with other interested resettlement countries to include establishing shared processing capacities in the field, as well as means of expanding UNHCR capacity to refer cases. USG considers pledging jointly with other countries a certain number of cases which, provided they pass entry criteria for each of our countries, could be used by UNHCR as a planning tool for caseload management.

FY 2000 TARGET: USG cooperates with other resettlement countries to increase UNHCR capacity to refer cases of refugees for whom third-country resettlement

would be an appropriate solution. USG agrees to fund 10 staff positions or support an implementing partner arrangement with UNHCR to do resettlement.

### 3. To resettle refugees of special humanitarian concern to the United States.

FY 1998 BASELINE: Each year, the President in consultation with the Congress identifies certain refugees as being of special humanitarian concern to the United States, designated as Priority 2. Refugees in those groups may apply directly to the admissions program. In the current fiscal year, groups from six nationalities were listed as Priority 2. In addition, certain nationals from the Former Soviet Union, Cuba and Vietnam also may apply directly to the program via in-country processing.

FY 1999 TARGET: PRM continues discussions with NGOs, the Congress, and others with interest and expertise in refugee resettlement to identify groups of special humanitarian concern to the U.S. In-country processing programs are reviewed for continued relevance to U.S. humanitarian and foreign policy interests and adjusted accordingly.

FY 2000 TARGET: Priority 2 is used to augment UNHCR referrals and family reunification cases and is modified to offer access to groups of refugees that may have been underrepresented in the past, such as unaccompanied minor refugees.

4. To provide refugees with training and assistance to begin the process of becoming self-sufficient, fully integrated members of U.S. society.

FY 1998 BASELINE: Overseas, PRM offers cultural orientation to as many refugees in as many locations as possible to prepare them in advance for the challenges and opportunities they will face in the U.S. PRM provides grants on a per capita basis to resettlement agencies around the country to support initial integration activities. The Bureau also conducts routine monitoring to ensure the delivery of required services and evaluate the success of integration.

FY 1999 TARGET: PRM increases monitoring activities through teleconferencing and evaluates cultural orientation models to learn which are most effective.

FY 2000 TARGET: PRM applies lessons learned regarding cultural orientation, continues monitoring of reception and initial integration activities.

5. To create a centralized, worldwide database that will track all refugees being considered for admission to the U.S. This database will link up all the processing entities overseas with PRM and our Federal, international and voluntary partners. This will make our refugee admissions program more efficient, cost-effective and responsive to shifting caseloads and processing sites.

FY 1998 Baseline: The Refugee Admissions IT system currently consists of three WANG VS systems and a multitude of PC-based systems operating overseas and domestically, all operating independently as separate, non-linked networks. PRM contracted with a consulting firm for \$450,000 to study and report on user requirements, system design alternatives, and business process reengineering aspects. \$2 million was obligated to commence implementation of the recommended strategy.

FY 1999 TARGET: A contractor will be engaged and will provide PRM with: project, test, configuration management, and quality assurance plans; a data model; and a detailed design for the central processing facility. Software development work will begin on the overseas field component.

FY 2000 TARGET: The field component software will be tested at a pilot site overseas and re-worked as necessary. Acquisition of field system components will take place and the revised software and new system will be implemented at major processing sites overseas with appropriate training. Software development for the domestic component of the program will commence.

### 6. To provide opportunities for humanitarian migration to Israel.

FY 1998 BASELINE: Congress has earmarked \$80,000,000 for this program to provide resettlement in Israel from certain other countries, through a grant to the United Israel Appeal that provides transportation, en route care and maintenance, and temporary accommodation upon arrival in Israel.

FY 1999 TARGET: Follow Congress' guidance from report language attached to FY 98 appropriation which signaled intent for this program to be funded at the level of \$70,000,000 in FY 1999. PRM monitors use of grant and number of beneficiaries to ensure basic international standards are maintained at the lower level.

FY 2000 TARGET: Follow Congress' guidance from report language attached to FY 98 appropriation which signaled intent for this program to be funded at the level of \$60,000,000 in FY 2000. PRM monitors use of grant and number of beneficiaries to ensure basic international standards are maintained at the lower level.

#### **ASSUMPTIONS:**

- U.S. refugee resettlement ceilings will remain at or above 75,000 per year.
- Refugees in need of resettlement will continue to outnumber UNHCR's capacity to refer them to the U.S. or other resettlement programs.
- UNHCR will not increase its resettlement capacity without direct inducement from the USG.
- U.S. family reunification programs will continue to decline as the FSU and Indochinese programs wind down and the U.S. response increases for refugees whose immediate protection is of concern.
- Humanitarian migration to Israel will not increase dramatically.

#### **INDICATORS:**

INDICATOR: UNHCR individual case referrals to the U.S. refugee resettlement program increase by 50%.

DATA SOURCE: UNHCR reports

INDICATOR: Resettlement of UNHCR referred cases in other countries at a rate of 13,000 or greater.

DATA SOURCE: UNHCR reports to the Resettlement Working Group in Geneva

INDICATOR: More refugees admitted by INS from the pool of UNHCR referrals.

DATA SOURCE: Refugee Data Center (NY), UNHCR

INDICATOR: Number of UNHCR staff devoted to refugee resettlement increases by ten. DATA SOURCE: UNHCR reports, RMA Geneva post reporting

INDICATOR: No reports of suffering of humanitarian migrants to Israel.

DATA SOURCE: Embassy reporting, press reports

INDICATOR: WRAPS: Project, test, configuration management, and quality assurance plans will be received from contractor. Data model and detailed design for CPF will be finished. Software development for overseas field component will be substantially completed and ready for pilot testing.

DATA SOURCE: The WRAPS Project Manager will compare contractor progress against the estimated timelines, and budget that was established using the contractor requirement analysis data.

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

**GOAL PAPER: International Migration** 

**STRATEGIC GOAL: HR** –. Prevent or minimize the human costs of conflict and natural disasters

GOAL: Support efforts to manage international migration flows humanely and effectively by balancing the individual's need for protection with national interests in security of borders in country and regional efforts to manage and cooperate on migration issues.

NATIONAL INTEREST: International migration is a rising Global Issue that straddles the fence between human rights protection for individuals and the sovereign right of states to create and enforce laws to protect their borders and control who is permitted to enter and live in that country. In the purely demographic sense, migration is part of population increases or decreases. Root causes of migration link it to human rights abuses, economic and political opportunity, family reunification, and, increasingly, to environmental degradation. Efforts to manage international migration support our national interests in Democracy and Human Rights by focusing on recognition of the human rights of migrants regardless of their legal status. Humanitarian Response objectives related to protection of refugees and conflict victims are supported, as is International Crime, in view of the need to address migrant trafficking. Finally, in the case of migration to the U.S., international migration ties closely to American Citizens who benefit from the right to family reunification. Uncontrolled mass migration to the United States could theoretically be perceived as a threat to National Security.

**STRATEGY:** The USG encourages countries that are popular destinations for migrants to recognize the benefits of migration. While simple in discussions with other countries formed by immigration (e.g., Canada, Australia), other close allies in Europe have difficulties with the concept. Increasingly, the USG must be ready to discuss our hemispheric neighbors' migration concerns, which are more productive when framed in the context of international migration principles and standards, rather than from a posture of simply defending domestic policy. Over time, such a strategy might increase the influence of the international impact of our migration policy on the development of legislation.

The USG believes that development assistance targeted at migration-impacted areas can mitigate future conflict, and reduce the push factors of migration. Examples include reintegration assistance in a post-conflict situation for returning displaced persons and refugees, assistance targeted at communities that have received a large population of asylum seekers. Development strategies that address not only employment, but sustainable

management of natural resources and political and social factors that create an environment of hope and opportunity can reduce many of the push factors that cause migrants to feel they have no choice but to migrate.

National legal regimes to allow for legal migration recognize the need for protection of refugees, the need that citizens may have for family reunification, and that of businesses for labor from outside the country. The USG promotes confidence building measures, especially with new governments, to increase knowledge and comfort with migration issues that will create a positive atmosphere for such national legal regimes.

The USG approaches migration at all levels (bilaterally and multilaterally), but prefers that discussions be limited to regional and sectoral issues in that the multitude of issues are most usefully handled at that level. PRM efforts are principally multilateral, largely through the International Organization for Migration (IOM), while CA and INL participate more fully at the bilateral level.

#### **OBJECTIVES:**

1. Migration Dialogues: Maintain informal structures to discuss migration policy with other countries to complement the formal structures of international migration fora.

FY 1998 BASELINE:. The USG is an active participant in the (mainly European) Intergovernmental Consultations (IGC), the (North and Central American) Regional Consultations on Migration (RCM), and the U.S.-EU New Transatlantic Agenda (NTA). We are beginning to participate in migration discussions with the ASEAN nations. The policy dimension of the CIS Migration Conference follow-up has declined as the emphasis has shifted more to project activity. Many migration dialogs are facilitated by IOM.

FY 1999 TARGET: Work toward expanding the Western Hemisphere discussions to include a South American or Hemisphere-wide consultations process. Offer to host the 2000 Vice-Ministerial level RCM meeting, and continue to identify and implement concrete actions in the RCM Plan of Action. Explore establishment of a Caribbean migration dialogue. Identify ways to establish a routine migration dialogue in East Asia. Continue working on migration issues in the context of the New Trans-Atlantic Agenda (NTA).

FY 2000 TARGET: Establish a routine hemisphere-wide American dialogue. Continue East Asian, IGC, and NTA dialogues. Explore establishment of a southern African migration dialogue. As the current CIS Migration Conference follow-up runs its course, transform it into a dialogue process, with more emphasis on policy.

2. Protection for Vulnerable Migrants: Develop policies and programs that cultivate support for basic human rights and fundamental freedoms of migrants, warn them of risks associated with irregular migration.

FY 1998 BASELINE: PRM actively works through existing structures to define which rights should be extended to migrants regardless of their immigration status, absent an international convention in force on the matter. PRM participates in USG inter-agency efforts to prevent trafficking in women and children, and to protect victims of traffickers by increasing public awareness of the criminal and human rights abuses involved, and has funded a project of direct assistance to trafficked women returning to Vietnam. PRM has funded IOM to undertake certain reintegration activities for Haitians being returned from various points in the region.

FY 1999 TARGET: Work towards implementing domestically the various provisions in the Summit of the Americas' plan of action on "protecting the rights of migrant workers and their families". Expand the pilot information campaign in Eastern Europe aimed at warning potential victims of traffickers who are engaged with organized crime and the sex trade. Monitor the trafficking project in Vietnam.

FY 2000 TARGET: Coordinate hemispheric implementation of the Summit of the Americas' migrant workers action plan item. Evaluate programs of direct assistance to returnees (in Vietnam and in the Americas) and consider expansion to other countries or categories of migrants. Evaluate information campaigns against trafficking in women and incorporate findings into future plans.

3. Policy Development and Research: Support research, seminars, or efforts to produce routine publicly-available migration information, in areas addressing root causes of migration, the links between migration and development, or expansion of the understanding of migration in under-studied regions.

FY 1998 BASELINE: PRM has funded an information gathering program in the Andean region undertaken by IOM and ECLAC which uses immigration and census records and measures migration between the five countries of the region. Funding also has been provided to IOM to develop a first class web-site that makes a wide range of migration studies and statistics readily available to researchers and government policymakers. PRM has funded an associate expert at IOM to study return programs for migrants to develop best practices and to establish a pilot program in which returnees are firmly linked to their communities of origin. PRM has hosted two international conferences during the year to discuss various aspects of international migration with our Latin American and European counterparts.

FY 1999 TARGET: Continue to create opportunities for research and discussion with both foreign governments and NGOs. Provide funding to analyze specific

migration-related issues, such as the effect on migrants of recent welfare reform legislation, ways to channel remittances into community development, or other relationship between migration and development. Work through the ICPD to increase statistical data and analysis of international (particularly south-south) migration.

FY 2000 TARGET: Arrange for a detail into the bureau to further bureau understanding of root causes and other migration-related issues. Continue to sponsor seminars and other research activities emanating as activities from migration dialogues.

### 4. Participate in contingency planning for mass migration from the Caribbean.

FY 1998 BASELINE: PRM has participated in several conferences and simulations aimed at learning lessons from the recent past experiences involving mass migration from Haiti and Cuba.

FY 1999 TARGET: PRM participates in inter-agency and multilateral preparation of contingency plan for mass migration from the Caribbean.

FY 2000 TARGET: Participate in updating the plan, as necessary.

#### **ASSUMPTIONS:**

- International migration will continue to increase, with the U.S. remaining at the top of the list of favored destinations.
- Measures around the world to repel economic migrants will adversely affect asylum seekers in need of international protection, and will be perceived as insensitive to individual human rights.
- Our closest neighbors will have migration issues high on their list of issues to raise bilaterally with the U.S., especially concerns over treatment of their citizens in our country.
- There will be continued stress among the perceived need to "control our borders", to provide protection to those in need, and the pressure to meet the demand of U.S. (especially agricultural) employers for a cheap labor source (whether legal or illegal).
- Migration issues outside the realm covered by humanitarian policy will continue to grow in importance.
- Trans-border migration will be a major issue in bilateral relations in other parts of the globe, and (e.g. Indonesia/Malaysia, Haiti/Dominican Republic, Nicaragua/Costa Rica, Turkey/European Union).

#### **INDICATORS:**

INDICATOR: Identification of concrete steps that can be taken in the context of the Summit of the Americas that is agreed by all participants.

DATA SOURCE: PRM, post reporting

INDICATOR: At least one migration deliverable under the NTA in each EU presidency. DATA SOURCE: EUR/ERA, USEU reporting

INDICATOR: Completion of activities under the RCM Plan of Action negotiated in Panama by the end of FY 2000.

DATA SOURCE: IOM, PRM

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

**GOAL PAPER: Administration: Human Resources** 

**STRATEGIC GOAL:** HR -- Prevent or minimize the human costs of conflict and natural disasters

GOAL: Develop and maintain a skilled, diverse, and flexible work force capable of achieving PRM's objectives and responding to international crises.

**STRATEGY:** Recruit, retain, and promote qualified and versatile employees and provide them with the training and skills required to meet management and program needs supported by the development of minimum standards for IT competencies and a training curriculum for program monitoring and evaluation. Six positions identified with the Bureau's responsibility for international population policy and coordination are funded in the Department of State's Diplomatic and Consular Program appropriation.

#### **OBJECTIVES:**

1. Recruitment/Promotion and Hiring. The Bureau will strive to fill all its career FS and CS positions with the best qualified and diverse staff. WAEs, contractors, PITS, FMAs and other alternative hiring practices will be used as needed to augment career staffing so that the Bureau's Mission can be accomplished.

FY 1998 Baseline: As of August 1998:

- 88 of the 99 positions funded by MRA were filled;
- Schedule A appointments and 2 WAEs were engaged;
- Domestically, 3 contractors were engaged and three additional contractors;
- Overseas there were 15 PSCs and 9 PITs;
- 5 of the 6 positions in the Office of Population that are funded by the D&CP Account were filled;
- 4 CS staff eligible for promotion were promoted; one CS person received a merit promotion.

FY 1999 TARGET: By the end of FY 1999:

- Three vacant and two new FSO positions will be filled;
- Schedule A appointments will be terminated;
- Five CS positions will be filled;
- Mix of and need for PSCs and PITs overseas will be reviewed continuously;
- Need and funding availability for domestic contractors will be reviewed in the fourth quarter;
- PRM will provide staff with training and opportunities to create circumstances for meritorious promotions.

FY 2000 TARGET: PRM estimates that all FS and CS positions will be filled most of the time during the year, vacancy gaps, etc. being the exception. Three new CS positions will be created and filled during the first quarter. Seven new FS positions will be filled during the first (principally) and second quarters. PRM will continue to create circumstances that contribute to meritorious promotions.

2. Training. PRM will provide its staff with the training and skills needed to achieve its program and management goals, with special attention to its initial Orientation, Monitoring and Evaluation Training, and computer competencies.

**FY 1998 BASELINE:** In collaboration with NFATC, PRM offers an annual three-day PRM Orientation to introduce the Bureau's Mission and operating procedures to new staff and others interested in the Bureau's work. Coopers and Lybrand assisted PRM with the development of curriculum for Monitoring and Evaluation Training, tested it at an initial workshop, and provided PRM with training of its own PRM trainers. PRM staff now conduct semi-annual workshops. PRM staff received initial training and on-the-job computer training support as PRM migrated from its legacy WANG system to the new Windows NT client server environment.

**FY 1999 TARGET:** The PRM Orientation Workshop and Monitoring and Evaluation Training will continue to be revised based on participants' feedback and on the evolving Mission, issues, etc. of the Bureau. New PRM staff will continue to receive computer training, as needed. All PRM staff will receive required and continuing training prior to and after the installation of Rich Internet Access.

**FY 2000 TARGET:** PRM will continue to provide new staff with Orientation; Monitoring and Evaluation Training remains mandatory for all staff whose responsibilities call for it. All new staff will receive computer training as required. All staff will continue to be supported in their computer training needs through inhouse and external training opportunities.

#### **ASSUMPTIONS:**

• PRM staff must be flexible and trained in appropriate skills to respond to foreign policy requirements and changes in technology.

PRM BPP

- The Bureau obtains sufficient funding to finance the administrative support cost for 109 positions, about 18 of which would be overseas in FY 2000.
- There should be a regional refugee coordinator in each area where the amount of PRM assistance and migration programming and/or refugee admissions present a significant management-intensive challenge.
- Some work force needs will be met through alternative and non-career employment sources such as temporary hires, family member appointments, telecommuting, part-time and job-sharing arrangements, and contracts.

### **INDICATORS:**

INDICATOR: All new staff receives the basic PRM orientation training.

DATA SOURCE: PRM/EX

INDICATOR: All staff master basic competencies in the usage of office automation software such as the Microsoft Office 97 Suite and of Internet access methods.

DATA SOURCE: PRM/EX

INDICATOR: All staff with policy, program and financial responsibilities receives training in program monitoring and evaluation.

DATA SOURCE: PRM/EX

INDICATOR: The Bureau has the right number of employees in the right places to support the Bureau's objectives and national interests.

DATA SOURCE: PRM/EX

INDICATOR: The Bureau is moving assertively toward a mix of 50% Civil Service, 50% Foreign Service staffing in the policy and program positions.

DATA SOURCE: PRM/EX

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

**GOAL PAPER: Administration: Information Resources** 

**STRATEGIC GOAL:** HR –. Prevent or minimize the human costs of conflict and natural disasters

GOAL: Provide appropriate information technology (IT) to effectively support Department and Bureau goals and staff productivity in a secure, expeditious, cost-effective, and timely manner.

#### **STRATEGY:**

Apply the appropriate level of IT and resources commensurate with the Department's Strategic and Tactical Information Resource Management (IRM) Plans. In particular, the bureau will:

- Ensure the availability of modernized and secure IT capabilities.
- Provide training to bureau personnel to ensure the effective utilization of modernized technology investments.
- Focus on improved customer support through increased quality of services and products.

#### **OBJECTIVES:**

1. <u>Y2K Issues</u>. Through the use of advanced remediation tools, repair all non-Y2K compliant systems, including computer networks and non-computing systems. These actions must be completed by October 1999 in accordance with OMB guidance. Action:

**FY 1998 Baseline:** PRM will have completed the assessment phase and half of the remediation phase for all affected computer systems. These affected systems include the Washington Processing Center located in Rosslyn VA, and the Refugee Data Center located in New York City.

**FY 1999 Target:** The remediation phase for non-Y2K compliant computer systems will be completed by June or July, 1999 with the testing phase taking place in August and September. Contingency plans shall be developed and tested by March 1999.

**FY 2000 Target:** The Y2K compliant systems will be placed on-line in October 1999. All contingency plans will have been fully tested and ready to be implemented if the need arises

2. <u>IT staffing</u>. The bureau IM staff will remain stable, with 3 IM FTE and 18.5 contractors providing specialized technical support. The FTE IT personnel will complete specialized training in operating and managing installed and planned networks and systems as well as to meet human resource management objectives and career path advancement objectives.

**FY 1998** Baseline: 17.5 contractors are employed by voluntary agencies overseas and domestically to provide technical support. 3 FTE's and one contractor are employed domestically to provide in-house technical support to PRM FTE staff members.

**FY 1999 Target:** We do not anticipate any changes to the technical staff will be necessary.

**FY 2000 Target:** PRM estimates that 17.5 contractors will be needed to support the new admissions computer system and database. 3 FTE's and one contractor will be needed to support in-house PRM domestic staff members.

- 3. IT Security. Ensure that the bureau adheres to IT security policies and procedures.
- Operate and maintain Bureau networks. Bureau personnel will have access to one or more desktop systems enabling them to complete their assigned tasks. These networks include the local area network (LAN) equipment, wiring and telecommunication-circuits, desktops with office automation software, and peripherals needed to meet business processes that satisfy the missions of the bureau. These networks provide connectivity with corporate systems and applications such as the OpenNet, DOSNET E-mail, SIPRNET, Classnet, Internet, and financial, personnel, and logistics applications. The bureau operates the following networks:

Network Name	Number of users	Location(s)
PRM – Classnet	80	SA-1 and Main State
PRM – DOSNET	80	SA-1
PRM - RIA	80	SA-1 and Main State

• Operate and maintain Bureau systems. Bureau and other office/agency personnel will have access as authorized/needed to specialized applications and databases meeting unique data processing requirements for the bureau. These application/database systems may operate on the general bureau network systems or on dedicated networks of there own, as needed. These systems include:

<u>Name</u>	Number of Users	Location(s)
ARTS 1 and 2	45	Rosslyn, VA
RDC	45	New York City, New York

• <u>Modernize Bureau and post/office networks and systems</u>: PRM has one major initiative in progress to modernize its tracking of refugee case processing and refugee admissions into the United States:

<u>Name</u>	Number of U	sers	Location(s)
WRAPS	200		wide to include Washington DC, e, Asia, South America, and Africa.

- Modernization Activities: PRM contracted with a consulting firm for \$450,000 to study and report on user requirements, system design alternatives, and business process reengineering aspects. Based on the information gathered from this detailed analysis, approximately \$9 million dollars over the next four years will be needed to fully implement the Worldwide Refugee Admissions Processing System (WRAPS). Costs include software development, hardware and software purchases, travel, etc. This system will be based on a two/three-tier client server architecture running Windows NT, SQL Server, Exchange, Internet Information Server, and other COTS products. The entire system will be WEB-enabled with appropriate firewall and encryption protection. By enabling WEB features, PRM is reducing Total Cost of Ownership (TCO) by centrally locating databases and negating the need for dedicated circuits between processing sites. Distant-end sites will connect to the nearest ISP for connectivity to the Central Processing Facility and global database system. Funding for this project will be taken from the PRM Admissions Program budget.
- **Provide Optimal support to client users.** In accordance with Department and industry standards, provide each client user the most modem in tools and training to ensure that maximum productivity is achieved. Identify and address training requirements to improve the skill levels of users, systems personnel, and managers.

#### **ASSUMPTIONS:**

- Investments in new technology are driven by Y2K compliance for FY 1999.
- FY 2000 investments will focus on life cycle replacement of system components and modernization of systems that require replacement.
- IT modernization and Y2K mitigation efforts will require continued retraining of technical staff.
- Savings achieved through more efficient IT practices will offset increased costs of providing enhanced and new technical services.

#### **INDICATORS:**

INDICATOR: Y2K: Monthly reports will be received from the contractor detailing remediation progress. Remediation efforts will be completed and contingency plans will be in place if needed.

DATA SOURCE: The PRM Y2K Coordinator and the Departments Year 2000 Office will make assessments of each monthly status report.

INDICATOR: IT Staffing: IT staff members will continue to develop the skills needed to perform engineering, administration, and support functions on the newer generations of equipment and software.

DATA SOURCE: The appropriate FTE supervisors will monitor performance evaluations, training evaluations and customer satisfaction.

## BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM) BUREAU PERFORMANCE PLAN (BPP)

FY 98-99-00

**GOAL PAPER: Population** 

<u>NOTE:</u> The PRM BPP includes the Population goal, although no resources from the Migration and Refugee Assistance Account or the Emergency Refugee and Migration Assistance account are used to implement the objectives.

**STRATEGIC GOAL: PO** -- Stabilize world population growth.

<u>GOAL</u>: A concerted, comprehensive, and coordinated international response to unsustainable global population growth by implementation of the Program of Action agreed to at the 1994 International Conference on Population and Development (ICPD).

**NATIONAL INTEREST:** Economic Prosperity and social progress can be undermined by rapid population growth, which overburdens the quality and availability of public services, limits employment opportunities, and contributes to environmental degradation. stresses can contribute to instability (National Security), potentially to conflict and outflows of migrants, and, when exacerbated by human rights abuses, refugees. At the 1994 International Conference on Population and Development (ICPD), 180 countries adopted a comprehensive 20-year Program of Action that, if fully implemented, will harmonize national population growth rates with environmentally sustainable national political, economic and social development strategies and improve overall health worldwide. U.S. leadership on the Global Issue of international population policy and technical assistance can facilitate greater efforts by national governments to adopt national population policies and programs consistent with the ICPD Program of Action. Furthermore, adherence to democratic practices (Democracy) and respect for human rights and reproductive rights (e.g., the basic right to decide freely and responsibly the number and spacing of their children) in implementing the ICPD Program of Action is essential. Full political, economic, and social participation of women will advance their human rights, and is the cornerstone for population and development-related programs.

**STRATEGY:** U.S. international population policy is a critical element in our international affairs strategy for sustainable development, which integrates the goals for population and health with those of protecting the environment, building democracy, and encouraging **broadbased economic growth.** 

The scope of USG international population policy is consistent with the international consensus reached in the 1994 International Conference on Population and Development (ICPD) Program of Action. This consensus underscores the integral and mutually reinforcing

linkages between population and development. It recognizes that humane and equitable means to achieving population and development goals require collaboration among actors and sectors with diverse policy and program priorities, notably development, the environment, population, health, education, and women's status. Furthermore, it focuses on meeting the needs of individuals and urges the empowerment of women both as a highly important end in itself and as a key to improving the quality of life for everyone.

In the ICPD Program of Action, the international community reached consensus on three quantitative goals to be achieved over the next 20 years: universal access to a broad range of reproductive health care and family planning services; the reduction of infant, child, and maternal mortality; and universal access to education, particularly for girls.

Helping couples and individuals to determine freely and responsibly the number and spacing of their children and to have the information, education, and means to do so, and reducing the use of abortion as a method of family planning will enhance the health and well-being of the population. This, in turn, will help build the foundation necessary for sustainable development. Reducing the high rate of sexually transmitted diseases and improving maternal, infant and child health will impact positively on countries' health care and social infrastructure. Improved health of the population will also contribute to an improved quality of life, higher individual productivity, broad-based economic growth and regional stability.

#### **OBJECTIVES:**

1. Coordinate USG policy dialogues with governments to develop strategies to achieve policy and programmatic goals agreed to by the international community in the ICPD Program of Action (PoA), including in the areas of the interrelationships between population and development; empowerment of women to advance gender equality; attainment of the highest possible level of health for all; including family planning and other reproductive health; elimination of disparities in access to education by women and girls; and reduction of push factors in migration and the proper treatment of international migrants.

FY 1998 BASELINE: PRM provides policy guidance to help embassies in key countries engage with their counterparts when necessary on population problems; provides materials on population for senior USG officials to use in their interactions with foreign officials; and monitors national programs through ad hoc reporting by posts and country profiles provided by USAID, the UN, and NGOs.

FY 1999 TARGET: PRM will provide guidance to help embassies in key countries engage regularly with their counterparts and in public on population problems and issues and ensure that senior USG officials are prepared to raise appropriate population issues and discuss strategies in their meetings with foreign officials on a more regular basis.

FY 2000 TARGET: PRM will provide guidance to help embassies in key countries engage regularly with their counterparts and in public on population problems and issues, ensure that senior USG officials are prepared to raise appropriate population issues in their meetings with foreign officials on a regular basis, and monitor changes in national population policies resulting from ICPD+5 review and implementation of the PoA.

# 2. Provide national and international leadership for the five-year review of the ICPD Program of Action ("ICPD plus Five").

FY 1998 BASELINE: PRM is preparing for the ICPD plus Five review and doing public outreach. A consultative mechanism has been established with U.S. NGOs. FY 1999 TARGET: PRM continues and expands close cooperation with U.S. NGOs involved in the review; actively participate in an NGO event to kick-off U.S. efforts. High level USG participation in ICPD plus Five review contributes to forward-looking, action-oriented documentation coming out of the International Forum, the UN Commission on Population and Development, and UN General Assembly Special Session.

FY 2000 TARGET: PRM coordinates USG, and monitors UN, implementation of actions called for in the review; and sustains and nurtures relationships with U.S. NGOs.

# 3. Advise and provide leadership to multilateral, international and non-governmental organizations working on programs to implement the ICPD PoA.

FY 1998 BASELINE: PRM routinely participates in preparations for, and participates on, U.S. delegations to UNFPA Executive Board and the UN Commission on Population and Development to promote USG views in policies adopted by the governing boards. PRM promotes interagency approaches to population activities, including the development of cooperation between agencies in planning and programming assistance. PRM participates, with other international, governmental, and non-governmental agencies in technical level interagency working groups to implement the ICPD PoA.

FY 1999 TARGET: Continue to assist UN agencies and NGOs to provide a broad range of quality family planning and reproductive health services. Expand the number of countries where UN interagency cooperation extends access to reproductive health care. Continue to press for USG policies and views to be supported by the governing boards of UN organizations.

FY 2000 TARGET: Continue to press for USG policies and views to be supported by the governing boards of UN organizations. Help integrate the reproductive health aspects of HIV/AIDS into relevant UN organization programs, and support UNAIDS coordination of those activities. Assist UN agencies and NGOs in implementing ICPD Plus Five conclusions.

# 4. Increase awareness of population issues; promote the integration of population issues into broader economic growth and sustainable development strategies.

FY 1998 BASELINE: Population is noted as a critical strategic goal of U.S. foreign affairs. Many offices and embassies are aware of the broad goals of U.S. population policies. PRM provides information on population as needed to assist regional bureaus to incorporate population into broader foreign policy strategies. PRM provides ad hoc briefings on general or specific population issues. PRM sponsors forums to educate the foreign affairs community about population, including the impact of the ICPD Program of Action on people's lives.

FY 1999 TARGET: Assist regional bureaus to provide comprehensive and integrated coverage of population issues in reporting from all missions where the U.S. provides more than \$1 million on population programs. PRM sponsors a major public event at the Department in association with the ICPD Plus Five review. In cooperation with PA, USAID, and USIA, PRM establishes an effective public diplomacy strategy, both domestically and internationally, to enhance public awareness of ICPD goals and objectives, and those emanating from the ICPD Plus Five review.

FY 2000 TARGET: Mission plans and post reporting reflect integration of, and attention to population programs, as well as embassy involvement in supporting host governments and international organizations working on population programs. Target five countries with high fertility rates where State Bureaus and key overseas posts should establish a permanent position responsible for reporting on or handling population issues.

#### **ASSUMPTIONS:**

- Current Congressional support for U.S. population and family planning assistance programs is maintained.
- International consensus reached in the ICPD Program of Action is maintained.
- Complementary national population stabilization and development activities, such as basic education for girls and microcredit programs for women are concurrent national government priorities.
- ICPD PoA continues to be implemented by donors, program countries, and international and non-governmental organizations.

#### **INDICATORS:**

INDICATOR: Improved national population policy environment and resource allocation. DATA SOURCE: UN/UNFPA reports; NGO/think tank publications; national budgets and expenditures for family planning programs and other reproductive health interventions; post/USAID mission reporting and analysis.

INDICATOR: Successful "ICPD plus Five" review, including no substantive policy changes to the Program of Action.

DATA SOURCE: Department reporting.

INDICATOR: Increased availability of modern family planning services and other reproductive health care for individuals requesting such services.

DATA SOURCE: UN/ UNFPA reports; NGO/think tank publications; post/USAID mission reporting and analysis.

INDICATOR: Total fertility rates maintained or decreased as compared to the previous 5-10 years.

DATA SOURCE: UN reports; U.S. Census Bureau reports.

INDICATOR: Increased public appreciation for the impact of ICPD goals and objectives on people's lives, especially in the developing world.

DATA SOURCE: PA, PRM monitoring, USIA reporting.

INDICATOR: Number of countries expressing interest in a policy dialog on integrating population and development policies.

DATA SOURCE: Post reporting.